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NATIONAL URBAN RECREATION STUDY

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Prepared by the Pacific Southwest Regional Office of the Bureau of Outdoor Recreation in cooperation with the National Park Service, the Southern California Association of Governments, the Los Angeles County Department of Parks and Recreation, the Orange County Environmental Management Agency, the Riverside County Parks Department, the Los Angeles City Recreation and Parks Department, the Santa Ana Recreation and Parks Department, the Riverside City Park and Recreation Department, and numerous other federal, state, county, and city governmental agencies and private organizations.

Calif. Natl. Park Service

Los Angeles metrop. area, Calif -- Recr. areas

Long Beach, Calif -- " 4

Anaheim, Calif -- " "

Recreation -- Calif -- LA metrop area

" " Long Beach

" " Anaheim

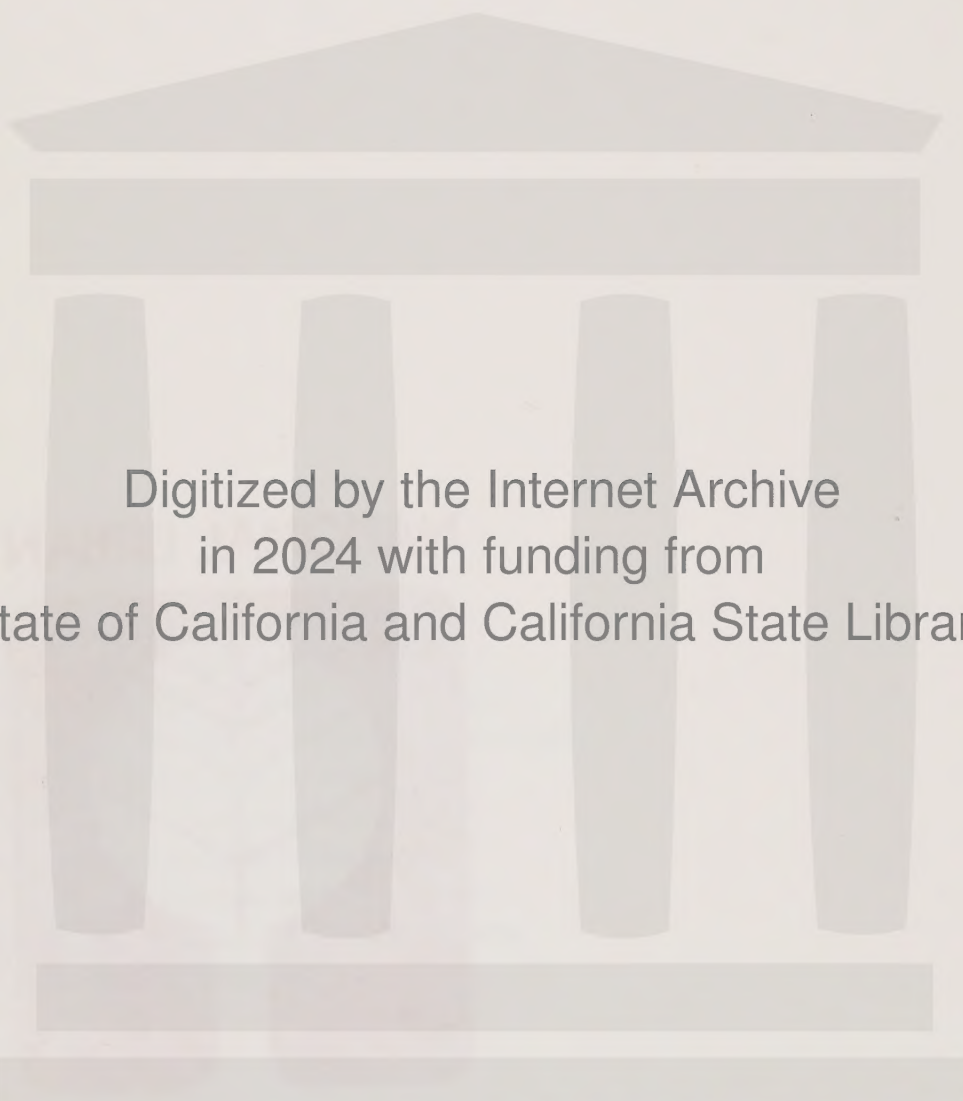
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ABBREVIATIONS

BLM	— Bureau of Land Management (U.S. Department of the Interior)
BOR	— Bureau of Outdoor Recreation (U.S. Department of the Interior)
CD	— Community Development (HUD Funding Program)
CETA	— Comprehensive Employment and Training Act (U.S. Department of Labor)
CIP	— Capital Improvement Program
CORRP	— California Outdoor Recreation Resources Plan (California Department of Parks and Recreation)
CSA	— Community Services Administration (Federal Agency)
DNOD	— Department of Navigation and Ocean Development (State of California)
DOT	— U.S. Department of Transportation
EDA	— Economic Development Administration (U.S. Department of Commerce)
EMA	— Environmental Management Agency (Orange County)
FHWA	— Federal Highway Administration (DOT)
HEW	— U.S. Department of Health, Education, and Welfare
HUD	— U.S. Department of Housing and Urban Development
LAFCO	— Local Agency Formation Commission (State of California)
LEAA	— Law Enforcement Assistance Administration (U.S. Department of Justice)
LWCF	— Land and Water Conservation Fund (BOR)
NPS	— National Park Service (U.S. Department of the Interior)
NYPUM	— National Youth Program Using Mini-Bikes (LEAA)
O/M	— Operations and Maintenance
PARIS	— Parks and Recreation Information System (California Department of Parks and Recreation)
ROEEP	— Residential Outdoor Environmental Education Programs
SCAG	— Southern California Association of Governments
SCSA	— Standard Consolidated Statistical Area
SMSA	— Standard Metropolitan Statistical Area
SPEDY	— Summer Program for Economically Disadvantaged Youth (U.S. Department of Labor)
SYRP	— Summer Youth Recreation Program (CSA)
WCB	— Wildlife Conservation Board (California Department of Fish and Game)
UMTA	— Urban Mass Transportation Administration (DOT)
USFS	— U.S. Forest Service (U.S. Department of Agriculture)
YACC	— Young Adult Conservation Corps
YCC	— Youth Conservation Corps (USFS)

FOREWORD

Interest in the quality and quantity of recreational opportunities in urban areas has increased in recent years. Related to this has been a growing concern over the lack of substantive federal assistance in meeting urban recreational demands. Federal parks such as Cuyahoga Valley National Recreation Area in Ohio, Gateway National Recreation Area in New York, Golden Gate National Recreation Area in California, and Indiana Dunes National Lakeshore in Indiana are all outgrowths of the federal role in urban recreation. With passage of Public Law 94–422, which expanded the Land and Water Conservation Fund to \$900 million, Congress instructed the Secretary of the Interior to study the needs, problems, and opportunities for recreation in urban America and to report the results by September 28, 1977. This study is a result of that congressional mandate.

In the initial stages of the national urban study, it was determined that recreation issues and problems in various cities would be analyzed to determine alternative solutions. Thirteen Standard Consolidated Statistical Areas (SCSAs) and four Standard Metropolitan Statistical Areas (SMSAs), geographically representing the major metropolitan regions of the country, were selected for detailed analysis. Field studies were conducted in each of these areas to meet the following objectives:

- Identify major issues and problems related to parks and recreation funding and expenditures

- Gain jurisdictional and neighborhood perspectives on the delivery of recreation services administrative structures, and personnel problems of recreation suppliers

- Analyze the status of planning, research, and environmental programs

- Assess the adequacy of the existing open space and recreational system

- Identify and approve significant potential open-space opportunities in the study areas

Propose alternatives — including organizational arrangements and legal techniques at each level of government and in the private sector, as appropriate — for providing recreational areas and protecting open space and natural and cultural resources.

To meet these objectives, meetings were held with groups representing those agencies, organizations, industries, and individuals familiar with parks, recreation, and open space within each study area. During these meetings, the overall purposes of the study were explained, and “key informants” were asked to identify and discuss relevant issues and problems. As a result of these discussions, a list of issues that appeared to be common in all urban areas across the country was prepared.

Because of the tremendous number of governmental, quasi-public, and private recreation providers in the study areas, it was determined that selected jurisdictional case studies be conducted in the various urban areas to ascertain the commonality and severity of the various issues and problems. Jurisdictions were selected on the basis of success of existing recreational systems, the variety and number of problems and opportunities, general geographical distribution, and the socioeconomic characteristics of the area. Information on the recreational and open-space systems in the case studies was gathered through interviews with recreation suppliers from governmental, quasi-public, and private agencies; analysis of existing data sources; and on-the-ground investigations.

To test the validity of the information gathered in the jurisdictional case studies and to gain a “grass roots” perception of the jurisdictional recreation delivery system, a number of neighborhood analyses were completed. These analyses consisted of interviews with block leaders, church leaders, playground supervisors, residents, and similar key informants familiar with the study neighborhoods and the feelings of the people. Such data permitted a more detailed appraisal of the adequacy of existing neighborhood programs and facilities and focused on the desires of the local residents. At least two neighborhoods were selected in each study jurisdiction to provide some variety in the neighborhood analyses.

Besides a study of the jurisdictions, the other important facet of the individual urban studies was identification and evaluation of existing and potential parks and open-space resources — those recreational resources with potential to serve major recreational needs. A combination of interviews with informed local representatives, data research, and ground and aerial reconnaissance was used to identify these resources. The resources were then studied to determine how they could be utilized, as well as how potentially significant open space and natural and cultural resources could be preserved.

The results of the individual urban recreation studies have been compiled into a national report that looks objectively at key urban recreational issues. This report will be submitted to Congress.

INTRODUCTION

The massive Los Angeles/Long Beach/Anaheim Standard Consolidated Statistical Area (SCSA) is comprised of five counties: Los Angeles, Orange, Riverside, San Bernardino, and Ventura. This five-county area contains four distinct standard metropolitan statistical areas (SMSAs): Los Angeles/Long Beach; Anaheim/Santa Ana/Garden Grove; Riverside/San Bernardino/Ontario; and Oxnard/Simi Valley/Ventura. Taken together, they contain the bulk of southern California's population.

Although each of the SMSAs within the SCSA maintains a separate and distinct economic and cultural existence, the Los Angeles/Long Beach SMSA (Los Angeles County) is the heart of the region. Los Angeles County, a composite of 79 incorporated cities, contains (as of the 1970 general census) 22 "central cities" of 50,000 people or more, in addition to the city of Los Angeles, which has 2.8 million inhabitants. Other cities in the county with populations exceeding 100,000 are Glendale, Long Beach, Pasadena, and Torrance. A characteristic of southern California is that cities blend into one another, lending less importance to individual cities than might ordinarily be expected.

The Anaheim/Santa Ana/Garden Grove SMSA (Orange County) consists of 26 incorporated cities, including Santa Ana, the county seat with a population of nearly 160,000. Three other cities — Anaheim, Garden Grove and Huntington Beach — have populations exceeding 100,000.

The San Bernardino/Riverside/Ontario SMSA encompasses 31 incorporated cities and two counties — San Bernardino and Riverside — both with county seats of the same name. Unlike Los Angeles and Santa Ana, San Bernardino (population 104,000) and Riverside (population 140,000) remain the true and definable nuclei of their respective counties; in the SMSA as a whole, there is only one other "central city" — Ontario.

The Oxnard/Simi Valley/Ventura SMSA comprises all of Ventura County, and includes nine incorporated cities. The county seat, San Buenaventura (Ventura) has a population of 63,441 (1975 data), slightly lower than the other two "central cities" for which the SMSA is named.

Traditionally in California, the county has been the preeminent service level of government, and this is generally still true in the more rural SMSAs (San Bernardino/Riverside/Ontario; Oxnard/Simi Valley/Ventura) of the SCSA. In the urbanized counties, the county does provide many basic services — regional-scale recreation, flood control, roads, civil and criminal justice, criminal incarceration, welfare — but many more services are provided by the cities and the hundreds of special districts

which have been created to address specific community needs. The cities in California have maintained local prerogatives concerning such important human services as police and fire protection and neighborhood social services — including recreation.

Educational services are generally provided by multi-jurisdictional special districts, which are also major recreational service providers.

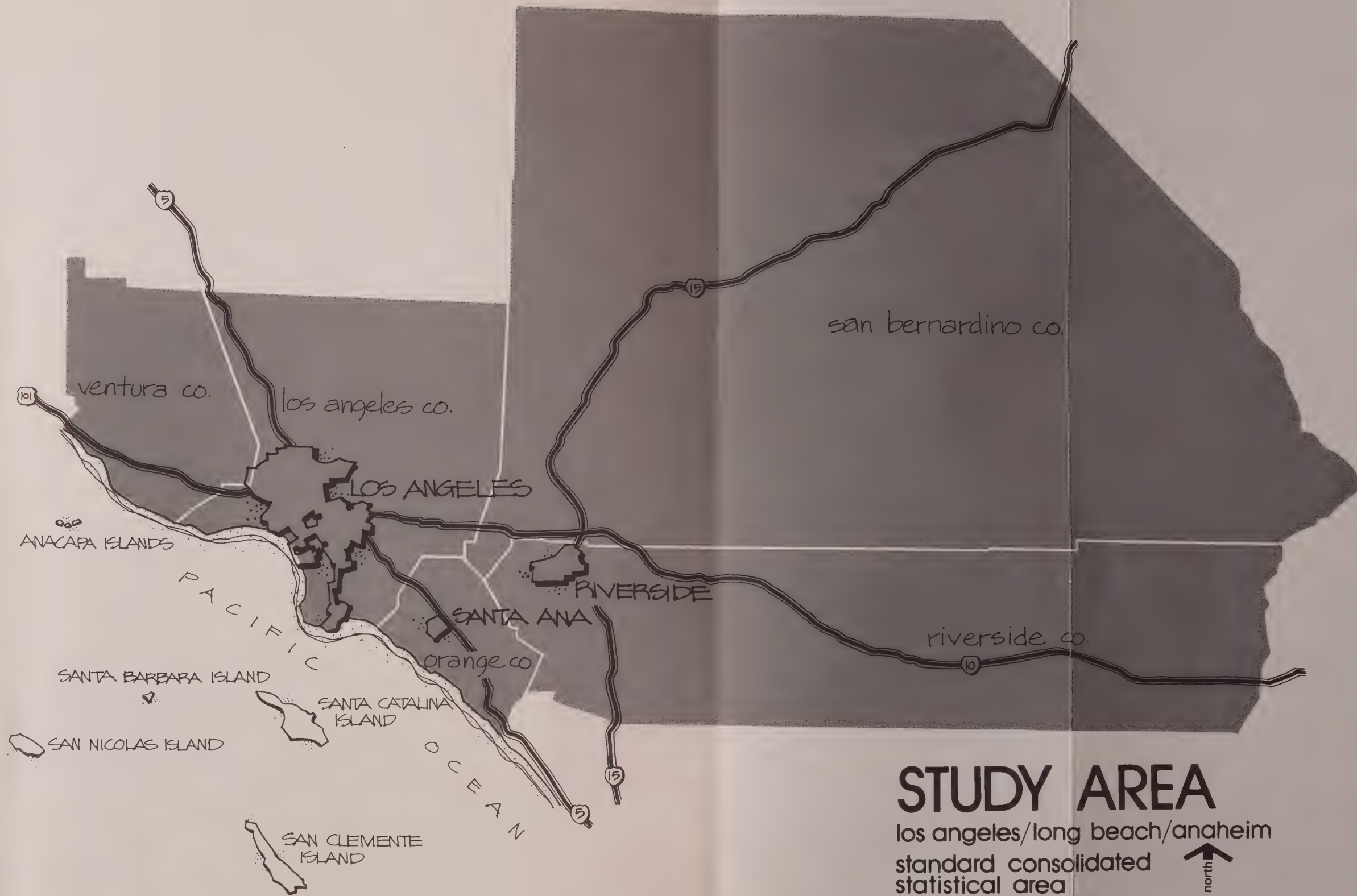
In order to examine the issues and problems related to the delivery of recreational and leisure services in the Los Angeles/Long Beach/Anaheim SCSA for the purposes of this study, three case-study cities — Los Angeles, Riverside, and Santa Ana — and the counties in which they are located — Los Angeles, Riverside, and Orange — were selected for in-depth analysis; the selection was based on a considered opinion that these counties are representative of the SCSA and, hence, of its recreational problems.

It was determined that in order to adequately understand the recreational service delivery system in the three case-study cities, representatives of secondary recreational service providers (school and community college districts, flood-control districts, utilities, and appropriate state and federal agencies) as well as representatives of the primary recreation providers (city and county park and recreation agencies in the case-study area) should be interviewed to gain their insights and ideas concerning the problems and issues in the present delivery of these services to urban residents of the SCSA. Accordingly, interviews with representatives of these jurisdictions were conducted over a two-week period in late March 1977.

To understand how recreational and leisure services filter down to the community and neighborhood levels, ten neighborhoods in the city of Los Angeles, four in the city of Riverside, and four in Santa Ana — representing a broad socioeconomic spectrum — were selected for further analysis. Contacts with community representatives were made, and informal small-group discussion sessions were held over a two-week period in late April. During these interviews, over 100 community representatives shared their varied personal insights and concerns.

Available recreational resources in the study area were identified through interviews, research, survey, and field observations. The time constraints of the study did not allow adequate resource analysis of every park/recreation and open-space area (existing or potential) identified in this document; therefore, methods for acquiring or preserving specific land parcels are not suggested. Rather, park/recreation and open-space resources are discussed categorically, and general recommendations for their treatment are defined.

The following report is based on the abovementioned analysis of study area resources and on the valuable information obtained through the jurisdictional and neighborhood interview process.



NATIONAL URBAN



RECREATION STUDY

MAJOR FINDINGS

This chapter summarizes the major findings of the Los Angeles urban recreation study. Information is discussed here in two broad categories: major issues and findings concerning the delivery of recreational services in the Los Angeles/Long Beach/Anaheim Standard Consolidated Statistical Area — as based on jurisdictional and neighborhood case studies — and the findings of a parks and open-space resources analysis in the study area. Both sections consider local and regional capabilities to address specific recreation-related problems, and both present alternatives for action at the local, state, and federal levels.

FINDINGS RELATED TO THE DELIVERY OF RECREATIONAL SERVICES

The major findings concerning recreational services delivery in the Los Angeles/Long Beach/Anaheim SCSA are as follows:

FINANCIAL DEFICIENCIES AFFECT EVERY ASPECT OF RECREATIONAL SERVICES DELIVERY.

RECREATION HAS A LOW PRIORITY COMPARED TO OTHER HUMAN SERVICES.

FUNDING DEFICIENCIES HAVE CAUSED RECREATION AGENCIES TO RELY MORE HEAVILY ON THE PRIVATE SECTOR.

SEVERAL METHODS OF EASING THE FINANCIAL STRAIN ARE PRESENTLY UNDERUTILIZED.

FEDERAL FINANCIAL INVOLVEMENT IN URBAN RECREATION IS ON THE INCREASE, BUT THE OVERALL FEDERAL ROLE DOES NOT ADEQUATELY CONFRONT URBAN NEEDS.

INTERAGENCY COORDINATION IS POOR OR NONEXISTENT VERTICALLY (WITHIN JURISDICTIONS) AND HORIZONTALLY (BETWEEN JURISDICTIONS).

RECREATION PLANNING DOES NOT RECEIVE THE ATTENTION IT DESERVES.

ON A REGIONAL BASIS, THERE IS AN ALMOST LIMITLESS ARRAY OF PROGRAMS, FACILITIES, AND FEATURES, BUT A NUMBER OF DETERRENTS RESTRICT FULL ENJOYMENT OF AVAILABLE OPPORTUNITIES.

USERS WHO WERE SURVEYED EXPRESSED STRONG DESIRES FOR COMMUNITY MULTI-PURPOSE CENTERS, NEIGHBORHOOD PARKS, NEARBY REGIONAL PARKS, A BROADER RANGE OF RECREATIONAL EXPERIENCES CLOSE TO HOME, AND TRANSPORTATION PROGRAMS PARTICULARLY FOR SPECIAL (DISADVANTAGED) GROUPS.

Each of the findings is discussed in more detail below, and alternative actions are suggested for the possible resolution of inherent issues and problems.

FINANCIAL DEFICIENCIES AFFECT EVERY ASPECT OF RECREATIONAL SERVICES DELIVERY.

For a number of reasons, the demand for government-provided human services has outstripped the funds available to provide those services. Inflation deserves a fair share of the blame. The inflationary erosion in real value of the dollar has created an implacable mood of revolt among taxpayers, and the 'era of limits' in public financing has clearly arrived. Recreation agencies have been among the most hard hit by the general governmental funding shortage.

Operations and maintenance of recreation areas and facilities throughout the study area have deteriorated significantly in the past several years. Recreation agencies have been forced to lengthen refurbishment cycles, with a consequent deterioration in facility quality. Without the augmentation of maintenance staff through the 1973 Comprehensive Employment and Training Act (CETA) sponsoring of positions, many agencies would have been unable to maintain their areas at even a minimum standard. The inability to properly maintain areas has in turn created a reluctance on the part of many jurisdictions to acquire and develop new facilities.

Despite this reluctance — and the limits placed on acquisition due to a lack of local funds and the inadequacy of alternative funding sources — most agencies have acquired some new areas, and these areas now require a commitment of maintenance and program personnel. However, because recreation programming is costly, it is the first area of an agency's operation to feel the pinch of a tight budget. Thus, in the recent lean years of recreation funding, the existing programs of most agencies have been curtailed, and the extent of new programming has been limited.

The magnitude of the financial problems of recreation agencies renders them virtually unsolvable. Cities and counties are simply not generating enough money to allow recreation agencies to keep pace with the demand for services. Independent taxing authority, which would give recreation agencies the best financial base, is not granted to most agencies in the study area. Taxpayers will generally not tolerate increases in the tax rate, local park bond issues are extremely difficult to pass, and alternative funding sources are insufficient to make up the difference. Finally, skyrocketing costs result in "lost ground," making the financial picture in recreational services delivery even more dismal.

RECREATION HAS A LOW PRIORITY COMPARED TO OTHER HUMAN SERVICES.

The provision of recreational services is far down on the priority list of most cities and counties in the study area, and recreation receives a very small portion of the total budget in all jurisdictions. The reason for this appears to lie in the hierarchy

of human needs. Recreation is one of hundreds of “quality of life” needs that compete for the public dollars left over after basic needs (food, shelter, health, and safety) are provided for. And, at present nearly all available local financial resources are needed to serve basic needs, leaving little money to pay for the provision of recreational services.

FUNDING DEFICIENCIES HAVE CAUSED RECREATION AGENCIES TO RELY MORE HEAVILY ON THE PRIVATE SECTOR AND ON USER FEES.

In the traditional view, the private sector in recreation was seen as a provider of high-capital, high-overhead, and in some cases high-risk opportunities for specialized clientele. Private operations were almost exclusively separate and distinct from urban parks. Financial constraints have forced a shift away from the traditional view: Public park agencies in the SCSA are now looking increasingly to the private sector to help them capitalize and operate some facilities, such as golf courses and racquetball, handball, and tennis courts. Additionally, the public agencies are relying more than ever on concessionaires to provide revenue-producing operations in public parks.

Similarly, user fees are being imposed in increasing numbers for some public park activities (e.g., arts and crafts classes, competitive sports). Many recreation professionals view fee recreation at public parks as a form of double taxation, but most recognize the necessity of creating a firm financial footing for their agencies. Local funding is decreasing and becoming more difficult to obtain, and state and federal sources are insufficient and uncertain; thus, user fees and reliance on the private sector are increasingly becoming the only viable and revenue-producing alternatives in the provision of facilities at parks.

SEVERAL METHODS OF EASING THE FINANCIAL STRAIN ARE PRESENTLY UNDERUTILIZED.

All agencies in the study area are experimenting with methods for making more efficient use of existing resources — including multiple-use arrangements, alternatives to fee acquisition, and recycling of land and structures — but the potential of these methods has not been adequately developed.

Multiple use is a well-established principle in recreational service delivery. Recreation agencies and school districts in each jurisdiction of the study area have working relationships, with varying degrees of closeness. However, each relationship could be

closer, to allow for greater joint planning and use of facilities. Recreation agency use of flood-control districts, public utility districts, and military lands in providing space and facilities for recreationists is limited, primarily due to cost-sharing requirements, and could be greatly expanded. Lack of agency coordination restricts potentials for multi-agency acquisition, development, and management of recreational resources. Such efficiency measures could do much to relieve the financial strain on both the recreation agency and the partner agency.

Although several agencies have utilized alternatives to fee acquisition of recreation lands — easements, leases, etc. — and these methods have potential for even greater use, local policymakers are not encouraging such techniques because they often remove lands from the tax rolls.

The recycling of surplus property is a promising tool for increasing the recreation estate, but there are some institutional roadblocks that effectively prevent its use and therefore must be eliminated before it can be employed to any great extent. Some public agencies have property procedures which require receipt of market value for their surplus property, **even** from another public agency. School districts, which own property with prime recreation/human services potential, are prohibited in California from disposing of their property to any agency for less than market value.

The use of efficiency measures to ease the financial strain on recreation agencies is largely dependent on the ability of governmental entities to cooperate with one another. Until now, the inclination toward structured interagency cooperation has been very limited.

FEDERAL FINANCIAL INVOLVEMENT IN URBAN RECREATION IS ON THE INCREASE, BUT THE OVERALL FEDERAL ROLE DOES NOT ADEQUATELY CONFRONT URBAN NEEDS.

The federal government is increasingly looked to for financial assistance by city and county recreation agencies. Many federal programs through the Department of Housing and Urban Development (HUD), Department of Health, Education, and Welfare (HEW), Community Services Administration (CSA), Department of Justice, Department of Labor, and Department of Commerce assist the delivery of recreational services, but only the Land and Water Conservation Fund (LWCF) and CSA's Summer Youth Recreation Program (SYRP) are directed specifically toward recreation.

Federal grant funding sources that are not at present emphasizing recreation but that could be enlarged and/or redefined to serve recreational needs include the following:

The Department of Justice's Law Enforcement Assistance Administration (LEAA) — LEAA funds very few recreation-oriented crime-prevention programs, despite

the established connection between lack of recreational opportunity (especially for youth) and crime.

The Department of Commerce's Economic Development Administration (EDA) – recreation-related projects are only minimally recognized and funded through this agency's public works employment programs.

The Department of Housing and Urban Development – HUD has not adequately developed recreational space standards for its housing projects. HUD 701 planning does not place emphasis on open-space/recreation planning.

The feeling is strong in the study area that federal land-managing agencies are not doing enough. The U.S. Forest Service manages outstanding mountain and forest resources close to the urbanized Los Angeles Basin. Despite recent increases in recreation funding, the Forest Service has not been able to encourage additional recreational use of these resources because it is still restricted by funding shortages. The U.S. Army Corps of Engineers has done much to open its lands to recreational use but many more areas are available that could be used. The Bureau of Land Management's vast holdings could be better managed to encourage compatible uses by a broader range of urban dwellers. An expanded presence by the National Park Service, whose present holdings in southern California lie largely outside the limits of the SCSA, was desired by many administrators and park users, who felt that the national significance of the populous Los Angeles Basin merited specific federal recognition.

Many administrators contrasted the present federal role with the present state role. The state of California has oriented many of its assistance programs to urban areas (e.g., California Senate Bill 174 and Land and Water Conservation Fund criteria) and aids the local jurisdictions through state acquisition/local management arrangements. A similar federal role is desired.

INTERAGENCY COORDINATION IS POOR OR NONEXISTENT VERTICALLY (WITHIN JURISDICTIONS) AND HORIZONTALLY (BETWEEN JURISDICTIONS).

Recreational services users generally don't care in the least which agency is serving their needs as long as the needs are met. In the Los Angeles/Long Beach/Anaheim SCSA, where counties, cities, and special districts number in the hundreds, recreational services functions are vested in dozens of governmental entities that often have overlapping jurisdictions and inadequately defined roles. These entities engage in little interagency communication, and the result is inefficient recreational programming and costly duplication of effort.

The lack of coordination is most evident in the realm of planning. The recreational master-planning function is usually vested in city or county planning agencies, and the input from corresponding recreation agencies varies from fair to poor — largely because many recreation agencies feel that the master-planning process is a paper exercise which produces a shallow “wish list” without the teeth to ensure implementation. Internal recreation/planning coordination problems are frequently magnified because external city/county planning coordination, where it occurs, is limited and intercounty coordination is virtually nonexistent.

RECREATION PLANNING DOES NOT RECEIVE THE ATTENTION IT DESERVES.

The recreation planning function lacks critical information concerning user needs and desires, as well as effective and permanent mechanisms for user input, on which to base decisions. For these reasons, and because of the low priority given to planning by recreation agencies, recreation planning is largely neglected, and master plans and site-specific plans are seldom effective tools for long-range recreation management and decision making.

Recreation administrators are keenly aware of the lack of even the most basic data on which to base decisions and policies. Comprehensive surveys of user needs and desires were identified as the key research deficiency in the study area.

As mentioned above, recreation master planning has traditionally been a function of planning departments rather than recreation agencies, and most recreation agencies lack the manpower and resources to plan on a long-term basis. Fragmented relationships between planning and recreation agencies oftentimes minimize input from recreation agencies into the master-planning process, and consequently recreation agencies feel little commitment to implement such plans, which they perceive as being externally forced upon them. Further the master-planning process itself is often viewed by agencies and citizens as cumbersome, complex, and ineffective due to its lengthy duration and the generally disjointed communication between park planners and citizens from the preliminary planning stage through project completion.

Recreation agencies have more often been involved in site-specific and crisis-oriented planning than in master planning. Generally, the lack of money available to most recreation agencies makes long-range planning seem to many an extravagance. However, in reality, the critical financial situation makes comprehensive planning even more essential for efficient operations to more effectively meet growing recreational demands. Unless the need for planning begins to be recognized by elected policy makers, recreation master planning will continue to have a low priority on the local level.

ON A REGIONAL BASIS, THERE IS AN ALMOST LIMITLESS ARRAY OF PROGRAMS, FACILITIES, AND FEATURES, BUT A NUMBER OF DETERRENTS RESTRICT FULL ENJOYMENT OF AVAILABLE OPPORTUNITIES.

For years the Los Angeles Basin has held a special attraction for tourists and other recreationists. The natural setting — the Pacific coast, high mountain and desert areas, and coastal lowlands, all blessed with a sunny temperate climate — offers a variety of environments with almost limitless recreational potential. The region's dynamic economic base has supported the development of nationally known commercial recreational attractions, a full range of collegiate and professional sports complexes, and numerous cultural art centers.

A multitude of organizations — governmental agencies, schools, quasi-public and private groups, and the private sector — are either partially or fully involved in the delivery of recreational and leisure services in the three-county study area. Recreational programming has been primarily the responsibility of local jurisdictions: City recreation agencies and the numerous unified school and community college districts in the area have been the most visible and active entities directing efforts toward the fulfillment of urban recreational needs; county recreation agencies have traditionally provided regional facilities throughout their jurisdictions and local recreational facilities in unincorporated areas.

On a regional basis recreational opportunities are unlimited. Federal recreation facilities, state and county parks, and large city parks all provide areas for outdoor recreation in a natural setting. But for the vast majority of users, transportation to these areas must be by private automobile. Public transportation systems do not adequately serve recreational areas, particularly on weekends when the need is greatest. Consequently, the disadvantaged (elderly, handicapped, poor) are hindered in their recreational pursuits. Further, nearly 13 percent of the 3.3 million households in the SCSA do not now own or have access to automobiles, and the anticipated decrease in energy sources may further restrict recreational use by those who do have private automobiles. Thus, in all likelihood public transportation will become increasingly important in moving people to open-space areas and cultural and theme parks. Recreation agencies acting alone certainly do not have the wherewithal to begin to address this serious problem, and given the lack of coordination among transit companies, transportation agencies, and recreation agencies, a local solution appears unlikely.

Facilities and programs are unevenly distributed throughout the jurisdictions. The three case-study city recreation agencies (the Los Angeles and Santa Ana Recreation

and Parks Departments and the Riverside Park and Recreation Department) tend to react more immediately to spoken community desires. As a result, fewer opportunities are generally available in areas of the city where citizen desires are not identified and clearly articulated. Frequently communities most in need of nearby recreational services are those least able to mobilize citizen efforts toward that end.

Certain factors discourage use of existing facilities. The upsurge of vandalism and crime and the related problem of “turf” have caused widespread fear that discourages use in many city parks. Crime, vandalism, and “turf” are of course extremely complex social problems that go beyond the abilities of park agencies to address.

Some potential park users are limited because of a lack of awareness and education about recreational opportunities. This situation can only be remedied through an infusion of dollars directed toward comprehensive information and educational services, and existing local agency resources — already overcommitted — will not allow for such major new thrusts.

Other deterrents to recreational enjoyment include poorly designed and supervised programs, unimaginative, unenergetic, or untrained staff in highly troubled areas, incompatible recreational facilities grouped together (e.g., skateboarding and senior-citizen activities in the same space), and a lack of agency responsiveness to user needs. This last condition is a manifestation, in part, of the inadequacy of present mechanisms for citizen input.

USERS WHO WERE SURVEYED EXPRESSED STRONG DESIRES FOR COMMUNITY MULTI-PURPOSE CENTERS, NEIGHBORHOOD PARKS, NEARBY REGIONAL PARKS, A BROADER RANGE OF RECREATIONAL EXPERIENCES CLOSE TO HOME, AND TRANSPORTATION PROGRAMS PARTICULARLY FOR SPECIAL (DISADVANTAGED) GROUPS.

The following user desires only highlight the predominant wishes that were expressed.

Users throughout the study area were adamant in their desires for programs and facilities within their easy reach, both physically and economically. Although the demand for such nontraditional programs as environmental education and fine and performing arts programs is constantly growing, competitive and

noncompetitive sports and games (soccer, basketball, baseball, tennis, swimming) still remain popular activities throughout the Los Angeles Basin. Passive pursuits such as arts and crafts, picnicking, and ethnically oriented cultural programs were also quite often mentioned as desirable activities.

Neighborhood parks are seen as the best areas for providing various recreational opportunities and services because the cost and time factors associated with traveling would not be involved in their use. The second most desired areas are regional parks near urban centers. Conveniently located multi-purpose centers adjacent to parks were often suggested as desirable facilities because they could accommodate a variety of social and recreational services.

Portions of residential areas could be set aside for development as neighborhood parks. However, in many parts of the study area, residential areas are severely lacking in recreational opportunities because of traditional community development practices. The need for water, sewers, lights, and streets is well conceived in advance of a community's development. Yet the need for play areas, community centers, sports fields, and other recreational amenities is still for the most part ignored during planning, and is left for the public agencies to satisfy after the fact.

Given the financial constraints now placed on the recreation agencies, it is highly unlikely that they will be able to keep abreast of increasing recreational demands — particularly if the responsibility for acquiring all parklands and facilities continues to rest with them.

ALTERNATIVE ACTIONS FOR IMPROVED DELIVERY OF RECREATIONAL SERVICES

The issues and problems identified in the Los Angeles/Long Beach/Anaheim SCSA urban recreation analysis are deeply seated social phenomena. In the long run, corrective measures will require a complete reordering of urban life-styles and governmental systems — a task that is certainly in order, and one that will require time and great effort. In considering such a task, requirements for housing, employment, marketing, transportation, energy, education, and other basic needs will have to be evaluated. Only then will progress towards a healthy urban environment evolve. It is important to recognize that this action is already underway. But it is also important to realize that the quality of life as defined in terms of recreation has not yet emerged. A major step forward can be achieved by bringing urban recreation to the forefront as a national priority. Without that initial step, attempts to adjust and alleviate urban recreation problems will be inefficient and ineffective.

FEDERAL ALTERNATIVES

Establishing urban recreation as a national priority will accomplish two important tasks: It will provide a goal for nonfederal governmental entities, giving direction and providing the momentum for progress; second, it will direct federal agencies to consider additional possibilities for federal involvement in urban recreation. More specifically, the Bureau of Outdoor Recreation's Nationwide Outdoor Recreation Plan could become the process and documentation that reflects a national commitment to urban recreation. Through that process, the programs and goals for implementation could be established.

The following discussion presents alternative federal actions for consideration.

HUD 701 Comprehensive Planning Grants Could Be Made More Permissive Toward Recreation Planning.

Currently, the HUD 701 program provides for open-space planning at the local level. The results of these regional/local efforts are mainly assessments of open-space needs, available land resources, and priorities for action. Open space is only one element of recreation, and the need for more comprehensive recreation planning is well recognized. Such a program, funded through HUD, would not only evaluate the land resources, but consider facility and program development, evaluate recreational services, and examine the ability of local governments to deliver services. The regional open-space planning program would thus evolve into a regional recreational program.

The Department of the Interior Could Create Interagency Urban Assistance Teams. This effort would be directed toward recognizing roadblocks at the local level and facilitating change. Department of the Interior teams could assist local planners

on an ad hoc basis, working under HUD 701 comprehensive planning grants, and could provide expertise in matters of interagency and intergovernmental coordination; transportation; site, facility, and program planning; user and nonuser surveys; public involvement; and environmental education and interpretive programs.

HUD Housing Standards Could Require That Adequate and Responsive Public Recreation Areas Be Provided As Part of All HUD-Funded Housing Developments.

Urban housing developments can and do have significant negative impacts on urban recreational opportunities because public recreational areas are not required as part of their construction. HUD-assisted housing should be self-sufficient in the provision of “back yard” recreational needs (e.g., neighborhood parks). This issue is particularly critical in high- and medium-density urban housing starts.

Adequate and Responsive Open-Space and Play Areas Could Be Required in New FHA- and VA-Approved Housing Developments.

As in HUD-assisted medium- and high-density housing, the requirement for open-space and play areas in private housing starts could have positive impacts on urban recreation. Further, if the responsibility were placed at the front end of development (i.e., on the developer), the burden on local governments to finance and provide recreational opportunities would be minimized.

Projects Assisted by the Urban Mass Transportation Administration (UMTA) Could Provide Access to Recreational Areas.

The problems of urban mobility at present, coupled with the need to conserve energy in the future, make this an important alternative. Moving people to and from work is highly subsidized; similar mechanisms for moving people, especially the disadvantaged, to and from recreation should be explored and established. Costs separable for access to regional recreational areas should be 100 percent fund-assisted by UMTA.

The Federal Highway Administration (FHWA) Could Provide Assistance in Urban Areas for Joint Commuting/Recreation Trails.

Current FHWA assistance is aimed at the automobile. A slightly higher cost factor would be involved in providing pedestrian or bicycle trails in conjunction with urban arteries; however, such a system would reduce dependency on the automobile and provide a means for energy conservation.

Appropriate Joint Recreation/Health/Education Facilities Could Be Required in Programs Funded Through HEW.

The federal commitment to health and education has significant impact in urban areas. In most cases, the provision of leisure services is compatible with the maintenance of educational facilities and programs. Further, in many cases the provision of compatible recreation in health facilities (such as centers for senior citizens

and the handicapped, and community centers) elevates the level of service. By recognizing total human needs in assisting community development, HEW programs could increase the cost-effectiveness and efficiency of human services.

Manpower Programs Within the Department of Labor Could Fund Nonprofit Organizations in High Unemployment/Low Income Urban Areas to Operate Joint Job Training/Recreational Programs.

Such programs would complement Labor's Comprehensive Employment and Training Act (CETA) and Summer Program for Economically Disadvantaged Youth (SPEDY) programs. Rather than dealing with such opportunities at the city or county level, labor-supported nonprofit organizations could respond to neighborhood needs and interests. Thus, some of the pressures on the local park and recreation agencies would be reduced.

CSA's Summer Youth Recreation Program (SYRP) Could Be Limited to Economically Disadvantaged Youth in Major Urban Areas.

Currently CSA's target areas for this program are established by Labor through the determination of high unemployment areas. Consequently both urban and rural areas are being served. The program could be redirected to reflect the critical need for urban recreational opportunities. Increased funding above the present \$17 to \$20 million level would also assist.

Short-Term Operations and Maintenance Fund Assistance Could Be Provided From Revenues Generated by a Recreation Equipment Tax.

The increased cost of park and recreation operations and maintenance is in part a function of demands manifested in the marketing of recreational equipment. The recent popularity of skateboarding and the related impact on park areas is an example. Operational costs resulting from such activity demands occur rapidly, and agencies are hard-pressed to respond immediately. Fund assistance from revenues generated by a recreation-equipment tax, short-term and on a declining scale, would assist local agencies in bringing appropriate services on line in a more timely manner.

The LWCF Fund Program Could Be Amended to Permit Nonfederal Agencies to Start Projects Once Project Applications Are Deemed Acceptable, Even Though They Have Not Been Approved for Funding.

Time costs the state and local agencies both money and opportunities. The current system of review and approval contingent on annual LWCF appropriations creates many delays from the time of project submission at the state level to its final approval by the Bureau of Outdoor Recreation, the administering agency. If the state were authorized to designate projects acceptable for funding, then applicants could proceed on the risk that their projects might not be funded. Given inflation, material and labor costs, and landowners who want to act fast, the effectiveness of the grant program would probably be increased.

The LWCF Program Could Be Modified to Allow Funding of Operations and Maintenance Projects.

Because operations and maintenance is the most critical funding-deficiency area, and recreation agencies are increasingly reluctant to acquire and develop additional recreational areas (even those projects financed through the LWCF) because of resultant operations and maintenance costs, the LWCF program, which is presently directed only to acquisition and development projects, could be modified or another yet-to-be developed program could be designed to address the need for operation and maintenance assistance for local recreation agencies.

The LWCF Program Could Be Amended to Permit Funding of Indoor Recreation Projects.

The need for community centers, which have great potential for providing a wide range of urban recreational services, is beginning to be recognized in professional recreation circles. Modification of the LWCF program to permit use of the fund for indoor projects would greatly assist local agencies in the development of these critically needed facilities.

A Federal Recreation Resources Council Could Be Created at the Cabinet Level to Oversee the Identification of Needs and the Implementation and Assessment of Federal Programs That Impact Urban Recreation.

There are a vast number of federal programs related to recreation, involving many agencies. The assessment of ongoing program impacts and the implementation of new recreational programs or thrusts would require cabinet-level recognition and direction for immediate and positive results. This concept would involve, in addition to the agencies and programs mentioned above, utilization of military land and personnel, energy thrusts from the proposed "Department of Energy," and employment programs under the Economic Development Administration, to name a few.

STATE ALTERNATIVE

The State of California Could Act Immediately to Adopt and Implement the Proposed "Recreation and Park Policy".

The following statement is taken from a March 1977 draft of the "Recreation and Park Policy for the California Department of Parks and Recreation."

The State of California undertakes its responsibility for effecting the recreational experience of its citizens through a variety of functions which influence, impact, control or assist that experience to be meaningful and

beneficial to the people. State Agencies, Departments, Divisions, Commissions, and Boards provide a wide variety of such services. Some are charged with planning functions to guide appropriate agencies to coordinated or effective action. Others perform research to identify needs, improve practices, evaluate outcomes and increase effectiveness and may educate individuals and agencies in meeting those needs. Some provide assistance either by technical advisory services or the provision of facilities or funds with which to meet physical and social needs. Some agencies have regulatory responsibility to insure the public safety or to require minimum standards of operation. Finally some agencies have complete responsibility for certain segments of the population such as the institutionalized and must provide for the recreational needs of these populations.

As needs have been identified and programs developed to address the needs, duplication of services and overlapping jurisdictions have sometimes occurred. In some cases a variety of functions are combined in one agency and centered around a certain interest or kind of activity, in others they may be clearly separated by function and apply to a variety of activities.

Because the State Department of Parks and Recreation has as its principal responsibility the development and operation of recreation facilities and programs, that agency should assume a leadership role in the coordination of these many agencies in the provision of recreation and leisure services.

The California Department of Parks and Recreation has assumed a leadership role in this effort. Major policies within the draft recognize the role of the state park system, the relationship of federal recreational programs, and the need for leadership and assistance to local governments. It is important to recognize that the state's policy considerations extend beyond the traditional state park province. The draft policy statement is largely responsive to the issues and problems identified in this study, and, if enacted, will have a positive and significant impact on urban recreation. Ideas under consideration include creating a new classification of state recreation areas and adding new units of the state park system to serve unmet urban needs. A state commitment to provide leadership to local governments in research, planning, and financial and technical assistance is also articulated.

LOCAL ALTERNATIVES

Local governments do not and should not stand alone in providing for urban recreational needs. The thought prevails, however, that those closest to the situation can, with the necessary resources, best act to improve it. The following statements are presented

as alternative actions for local governments to consider in the delivery of recreational services.

Local Human Services Agencies Could Combine Their Energies and Resources in Providing for the Constructive Use of Leisure Time. This Effort Might Also Involve Quasi-Public Agencies and the Private Sector.

The importance of recreation in our society is not adequately understood or defined. The fact may be, however, that constructive leisure time opportunities and programs lessen the need for corrective human services.

Urban recreational problems are rooted in circumstances far beyond the traditional province of local park and recreation agencies. They surface in housing conditions, educational services, transportation systems, and overall in the social health of the community. Consequently, the addition of more dollars to the park and recreation budget is not the sole solution. Further, adequate funds to meet urban recreation needs are simply not available.

It is far more important for society to recognize that recreation can be more broadly defined to include any activity that consumes leisure time. Thus, public and private agencies responsible for providing services that have not traditionally been considered recreational (e.g., senior lunch, youth counselling, adult education programs) should begin to realize that the "nonrecreational" services and activities they provide present opportunities, if not responsibilities, to incorporate compatible recreation.

There is a direct relationship between recreation as a secondary service, and health and safety as primary ones. Recreation professionals need to draw attention to the relationship. Community services such as police and fire protection offer opportunities to establish a corrective link between safety, crime prevention, and recreation. The existing crime-prevention and rehabilitation programs of police departments could be expanded, and fire departments could also provide vocational/recreational opportunities. Education and transportation agencies could examine and revise their institutional laws and policies, as well as extending services to aid use of leisure time. Housing redevelopment, health, and public works programs could do the same.

Programs provided by quasi-public agencies such as the Boy Scouts, Ys, and other nonprofit groups provide significant services. A comparison of quasi-public and public services could aid in identifying total impact on the community and suggesting means for greater efficiencies.

The many roles of the private sector in recreation are hard to distinguish: tourism attractors, equipment providers, theme/amusement park and recreation facility operators, to name but a few. Public agencies could take the initiative in exploring possible

public/private relationships, and examine among other things, public subsidy for the public use of private facilities. A cost/benefit analysis might favor this alternative for certain facilities or programs. The use of concessionaires for operating public facilities is another alternative.

Local Park and Recreation Agencies Could Provide Outreach Training to Community Groups for Leadership in Programming Recreation. This Program Would Permit Community Groups to Become More Self-Sufficient.

Educating people in the constructive use of leisure time is a recognized need that could be met through park and recreation agency outreach training. Community volunteers receiving outreach training from agencies could provide continuity in establishing community self-sufficiency in such program areas. Further, they would have a positive economic impact on the agencies because they would provide unsalaried services. Direct funding to community groups, which would maintain responsibility for directing personnel, would permit cost-effective programs reflecting community desires.

Local Park and Recreation Agencies Could Take Steps to Increase Revenues.

Taking steps in new directions could have positive financial impacts. In the private sector, greater support could be gained through donations from equipment manufacturers and companies with large employment forces. The creation of local park and recreation foundations or the use of existing foundations could bring private funds to public programs. An innovative technique being considered by the city of Riverside is the creation of a nonprofit corporation with the authority to issue tax-free revenue bonds for the acquisition and development of recreational areas and facilities. Large-scale public spectator events could also provide revenues.

The Full Spectrum of Public Programs and Services Both Within Local Jurisdictions and Between Governments Could Be Reviewed to Define Impact and Efficiency.

Effective interagency and intergovernmental coordination always needs attention. Analysis and comparison of facility and program services in jurisdictions throughout the study area would aid in identifying priority needs for land acquisition, development, and recreational programming. As a result, institutional arrangements and policies might need to be redefined, existing services redirected, or new institutions created. In some cases, a regional government or special recreation/park district might be the most feasible alternative.

Although coordination in the planning and management of recreational resources will be hard to achieve — given the administratively complicated jurisdictional situation in the study area — improved coordination could result in more efficient land acquisition, recycling and development of unused lands and facilities, extended joint site/program planning and implementation with school districts and other special purpose districts, and joint planning with public transportation agencies to meet the needs of recreationists — all important factors in the success of recreational services delivery.

FINDINGS OF THE PARKS AND OPEN-SPACE RESOURCES ANALYSIS

Major findings of the Los Angeles/Long Beach/Anaheim SCSA parks and open-space resources analysis are as follows:

THERE IS A SHORTAGE OF NEIGHBORHOOD PARKS AND FACILITIES TO SERVE URBAN-IMPACTED AREAS.

THERE ARE VIRTUALLY NO NATURAL ENVIRONMENT PARKS IN URBAN-IMPACTED AREAS OF THE LOS ANGELES METROPOLIS, AND NO OPPORTUNITIES TO DEVELOP SUCH PARKS.

THERE ARE NUMEROUS OPPORTUNITIES FOR COMPATIBLE RECREATIONAL DEVELOPMENT AND USE OF LANDS DEDICATED FOR OTHER PURPOSES IN URBAN-IMPACTED AREAS.

FLOOD-CONTROL PROJECTS HAVE THE GREATEST POTENTIAL FOR LARGE-SCALE RECREATIONAL DEVELOPMENT IN THE URBAN CORE.

EXISTING AND POTENTIAL REGIONAL PARK AND OPEN-SPACE ACREAGE ON THE URBAN PERIPHERY IS GENERALLY ADEQUATE.

ACCESS TO REGIONAL PARKS IN THE LOS ANGELES BASIN IS DENIED TO THOSE WITHOUT AUTOMOBILES.

STATE AND FEDERAL PARKS IN THE STUDY AREA ARE RURAL NATURAL RESOURCE AREAS AND DO NOT ADEQUATELY SERVE THE RECREATIONAL NEEDS OF THE URBAN-IMPACTED DWELLERS.

THERE IS A SHORTAGE OF NEIGHBORHOOD PARKS AND FACILITIES TO SERVE URBAN-IMPACTED AREAS.

The overwhelming majority of recreation in the Los Angeles area is sought close to home in after-work or after-school hours or on short one-day outings. Most public lands and facilities are not situated to meet this close-to-people need.

The metropolitan areas of Los Angeles do have a system of neighborhood parks and facilities, but many more are needed and many of those existing are underutilized or in poor repair.

Inequities also exist in the distribution of recreational resources. This is due in large measure to differences in taxing power. The out-migration of middle- and upper-income level families to suburban areas has diminished the cities' tax bases from which basic municipal services are provided. Poorer communities then have less monies to spend for acquiring city parkland, or for maintaining parks that do exist. This works a particular hardship on residents of older lower-income communities because of lack of available space and money. Few recreational areas are nearby, and residents are seldom able to travel great distances to enjoy outlying regional sites.

High-density older urban areas are not the only communities that lack adequate local park systems. Some suburban areas of southern California lack recreational facilities because rapid urbanization has caused parks development to be overlooked or not yet recognized as a need.

Parkland deficiencies are likely to continue because of escalating land costs, lack of available open lands, the costs of condemnation and relocation, and environmental factors.

THERE ARE VIRTUALLY NO NATURAL ENVIRONMENT PARKS IN URBAN-IMPACTED AREAS OF THE LOS ANGELES METROPOLIS, AND NO OPPORTUNITIES TO DEVELOP SUCH PARKS.

Although it would appear that there is an abundant supply of open space and natural land in metropolitan Los Angeles (less than 5 percent of the study area is urbanized, over 95 percent remains open), in fact suitable natural areas for environmental education, recreation, and the preservation of wildlife near to urban centers are virtually nonexistent.

The issue centers on the **location** of open lands. Existing open space is located in the outlying hills and mountains and in huge acreages in the deserts — terrains

which also place constraints on construction. The urbanized coastal lowlands have the fewest building constraints and the greatest amenities for habitation. These lands have been uniformly developed, without governmental restrictions. A low-density character has been maintained. Single-family housing in hundreds of suburban communities has extended throughout the coastal plain at a fairly even rate, expanding the urban area horizontally. Development now is spreading into hills and mountains, consuming much of the open land with recreational or aesthetic value — land that had, until recently, been reserved as open space because of development constraints.

One area in the SCSA — the Western Hills (including the Santa Monica Mountains and other hill/mountain chains) north and west of the city — is within one hour's travel time from the center of Los Angeles, and may still offer limited opportunities for natural environment experiences relatively close to urban-impacted areas.

THERE ARE NUMEROUS OPPORTUNITIES FOR COMPATIBLE RECREATIONAL DEVELOPMENT AND USE OF LANDS DEDICATED TO OTHER PURPOSES IN URBAN-IMPACTED AREAS.

Utility rights-of-way for water, electricity, oil, or gas represent narrow corridors of open space in and around residential populations in the study area. These rights-of-way have potential for compatible recreational use, especially as walking, horseback riding, and biking trails.

Sand and gravel sites exist throughout the urban portions of the study area. The coastal plain in Los Angeles is sited on a broad alluvial fan that is mined extensively for its sand and gravel. Quarries have finite production lifespans, and when exhausted, become potentially valuable recreational resources, if properly rehabilitated.

Military lands in and adjacent to the metropolitan area have the potential to support compatible recreational activities, which could be carried on even while the land area is still under military control. This opportunity is most promising in Orange County.

Freeway rights-of-way crisscross the Los Angeles area. Opportunities exist for use of lands dedicated but not developed as freeways for riding and biking trails. For instance, the Century Freeway corridor crosses a major portion of Los Angeles. This corridor was dedicated, but the freeway was never constructed. This corridor has outstanding potential as a "greenbelt park."

FLOOD-CONTROL PROJECTS HAVE THE GREATEST POTENTIAL FOR LARGE-SCALE RECREATIONAL DEVELOPMENT IN THE URBAN CORE.

Flood-control basins, reservoirs, channels, debris basins, spreading basins, and retention basins form an intricate network of open space throughout the metropolitan area. The Los Angeles Basin is a floodplain, and the urbanization of the region dictated an extensive network of flood-control projects and land dedications in order to protect life and property.

This complex, operated by the Corps of Engineers and various county flood-control districts, has outstanding potential as a close-in recreational land base for the metropolitan Los Angeles area.

Basins include earthfill dams spanning stream channels and having the reservoir capacity to impound water. Rarely filled with floodwaters, they lend themselves to recreational uses such as picnicking, riding, camping, golfing, bicycling, court and field games, and water-oriented activities such as fishing, swimming, and boating. Although many of the basins presently have facilities, none are fully developed for recreation.

Regulatory reservoirs, distributed throughout the Los Angeles area, have tremendous potential for the development of permanent facilities for critically needed water-oriented recreation such as fishing, boating, and picnicking. Of the 14 reservoirs in Los Angeles County, only one is a fully developed recreational facility (Franck G. Bonelli Regional Park).

Flood channels are channelized and concrete-lined stream beds. They provide convenient corridors for bicycle, equestrian, and hiking trails. These areas could have simple trail development, or they could be developed under a more elaborate linear greenbelt concept.

Debris basins, which retain water, could be utilized for fishing and picnicking. Dry basins could be used for short-term recreational activities such as bicycling, motor-cross obstacle racing, and general playground use. Since debris basins are subject to periodic flooding and debris removal operations, they can only support the types of recreational use that require minimal or temporary facilities.

Spreading grounds are maintained for groundwater recharge purposes. They have potential as wildlife areas and water-related recreation areas able to support fishing and boating. Spreading facilities tend to be located in the flat areas of the L.A. Basin rather than in the foothill areas where most other flood-control facilities are located. Therefore, they are generally closer to population centers.

Retention basins are operated to regulate the flow of water through channels of unequal capacities. Located in populated areas, they are suitable for field sports, picnicking, camping, and nature study.

EXISTING AND POTENTIAL REGIONAL PARK AND OPEN-SPACE ACREAGE ON THE URBAN PERIPHERY IS GENERALLY ADEQUATE.

In the past, most park and recreation agencies have concentrated on acquisition of cheaper rural land where traditional large-scale parks are feasible. These parks, however, are usually far removed from urban populations. This is true of all five counties in the study area. Outlying parklands (county regional parks, state parks, and federal park holdings — Forest Service, BLM, NPS) are extensive and literally ring the Los Angeles/Riverside/Santa Ana urban core. The potential for expanding recreational use within this category of parkland, and for open-space preservation in this outlying periphery, is promising. For example, the U.S. Forest Service holdings in the study area total approximately 1,975,000 acres, all fairly close to but not within the metropolitan area. The four national forests (Los Padres, Angeles, San Bernardino, and Cleveland) serve a great need for outdoor recreation in a natural setting fairly close to urban areas. However, the potential for expanded recreational use of these forest lands is great. Lack of funding for recreational development by this agency has in the past been the major factor preventing greater recreational use of the forests.

The potential for expanding BLM's recreational role on their lands in the region is only beginning to be realized. This agency's new direction is toward providing for the increasing demands of a recreating public from the Los Angeles area.

County park systems within the study area are by and large satisfied with the growth of their outlying regional park systems and are confident that the potential for expanding them in the future is great.

ACCESS TO REGIONAL PARKS IN THE LOS ANGELES BASIN IS DENIED TO THOSE WITHOUT AUTOMOBILES.

Urban sprawl has brought serious transportation problems to the Los Angeles Basin. Southern California developed during the hey-day of the automobile, and freeways have become the area's most pervasive monuments. Although the SCSA has an extensive bus system, it is poorly patronized, only minimally effective, and expensive. Transit service is lacking in many communities, bus lines are inconveniently located, and schedules are inadequate for off-peak and leisure-time use. Further, most transit trips are too time-consuming, due to the sprawling nature of the metropolitan region.

In short, for those people who cannot or do not drive, regional recreational facilities are difficult or impossible to reach, and service to local recreational areas is inconsistent at best.

STATE AND FEDERAL PARKS IN THE STUDY AREA ARE RURAL NATURAL RESOURCE AREAS THAT DO NOT ADEQUATELY SERVE THE RECREATIONAL NEEDS OF THE URBAN-IMPACTED DWELLERS.

Historically, the priorities of state and federal park agencies in the study area have been to preserve and interpret outstanding natural resources and to provide for recreational pursuits that are compatible with preservation and appreciation of these resources. However, these traditional parks do not at present serve the urban residents of limited means who most need recreational opportunities. With their extensive funding capabilities, the state of California and the federal government could have a much greater role in the future in providing urban recreational opportunities.

ALTERNATIVES FOR THE PROVISION OF ADDITIONAL PARK AND RECREATIONAL RESOURCES AND THE PROTECTION OF OPEN SPACE

Before any discussion of capabilities, options, or alternatives can begin, a distinction needs to be made between the terms “parks” and “open space.” Open space does not necessarily mean parks. Parks are usually acquired by public agencies for public use. In contrast, the best means for providing open space lies in self-imposed or public agency-imposed land-use regulation of privately owned lands. Parks can be viewed as active resources for public use, open-space areas as passive resources that protect viewsheds, airsheds, and natural ecosystems. The park and recreation agencies acquire, develop, and operate parks; the planning and zoning authorities regulate open space. Parks are provided by all levels of government and the private sector; land-use regulation of private land is a state-enabled police power usually delegated to local governments.

Parks can be established through the acquisition of open-space lands or can be developed on recycled lands. The first problem to be resolved is which areas should be acquired as parks and which lands should be protected by land-use regulations as open space. Implicit in this decision is which open-space lands should be earmarked for urban expansion.

EXPANSION OF PARKS

Opportunities

Opportunities for the creation of local parks to serve study area residents are severely limited or nonexistent within the highest deficiency urban neighborhoods. Regional parks could be developed in the hill ranges and desert areas on the urban fringe, but they would remain largely inaccessible to residents of high-deficiency areas — even if costly mass-transit services were implemented. Some opportunities exist for additional expansion of beach parks along the Malibu coast. Also, there are significant opportunities to provide additional facilities at reservoir sites, flood-control areas, and water recharge areas.

The critical problem is finding funds for acquisition, development, and operations and maintenance, and this problem is most acute for local neighborhood parks. It is important that any new efforts focus directly on the problem of providing local close-in parks within major urban centers. Following are a number of measures worth considering that could provide some of the answers.

To find land suitable for providing additional “small close-in” recreational facilities, one must recognize open space and related opportunities for recreation as they exist in an urban context: lands substantially altered from their natural state which can be “recycled” and “rehabilitated” for recreational use. This category includes abandoned shopping centers; lands where extractive processes were once active, such as oil fields and gravel pits; condemned residences; etc. Many of these sites exist in the high-need areas, as discovered in this field analysis — high-density, poor, ethnic-minority neighborhoods or those with populations of very young or very old citizens.

Until governmental officials orient their thinking toward remodeling for recreation purposes, urban-impacted areas will continue to be short-changed. The traditional idea of raze and rebuild, even for recreational space, is not often economically sound and is frequently a waste of important resources in developed urban areas.

Basically, this study found that park agencies operate professionally and competently, but under serious budget constraints, and the operations and maintenance of existing parks remain the first priority. There is a considerable funding backlog of development projects needed to convert the existing parks into full usable condition.

Most city departments are looking to the county or state for relief in managing their regionally used parks and are hesitant to put additional money into parks that will be used by people who come from outside their jurisdiction. Criteria establishing statewide significance, which would justify direct involvement of the state, are purposefully stringent, and do not apply to urban park needs.

The California Department of Parks and Recreation has recently acquired a major 30,000-acre parkland complex in the Santa Monica Mountains, but has not indicated an interest in acquiring large acreages in other areas. After conducting feasibility studies on several potential areas, the department decided that the areas were of regional significance and should be acquired and managed by county agencies. However, because of limited funds, county agencies can only proceed with acquisition at a slow pace. Most recently acquired regional parks have been obtained by leases and joint-power agreements.

Alternative Actions

A Consensus Could Be Established on Park Needs and How to Fulfill Them. If there were full agreement on park criteria, standards and needs, and management and funding responsibilities, priorities could be set both within and between jurisdictions. An example is the Southern California Association of Governments’ (SCAG) coordination of

a 5-year capital improvement plan; however, to date, this effort has required only that each jurisdiction set its own priorities – without communication or negotiation between jurisdictions.

A Special Local-Parks Assessment District Could Be Established. A special assessment district could raise funds specifically for the acquisition, development, and operations and maintenance of local parks. The district could be countywide, regional, or could be established for a specific geographical area. Establishment of a taxing district would require state authorization. The East Bay Regional Park District in the San Francisco Bay Area, established in 1934, currently gets 20 cents per \$100 of assessed property valuation. Such funds could be channeled to an existing agency or to a new park planning/acquisition/management entity.

A Regional Park-Managing Agency Could Be Established. To administer the special park assessment district, a separate entity could be established that would concentrate strictly on planning, acquisition, development, and management of parks in the district. The agencies in that district would turn local parks over to the park agency for management under joint-power agreements, much as the shoreline cities have turned over their beaches to the Los Angeles County Department of Beaches. The principle would be to take advantage of a single agency's regional park management expertise. A number of cost efficiencies could be effected.

The State Could Adopt a Policy of Providing Parks Close to Major High-Need Urban Areas Under a Special Urban Parks Program. The state could change its policy to respond to the inability of local governments to support park needs. The state would have the option of purchasing, developing, and managing parks as state park units, or of setting up a "turnkey" operation whereby the state would acquire and develop urban parks and then turn them over to local governments for operation and maintenance. The state could even stop short of development and merely purchase the parks for county or city management. A rationale could be also developed for providing state parks that satisfy the need for large-scale parks near major urban areas while protecting areas and attractions of statewide significance.

State or Federal Categorical Grants Could Be Provided for Urban Parks. The recently enacted California Senate Bill 174 (S.B. 174), which provides 75 percent grants especially for urban parks, is an example of this technique. The state or federal government could establish a grant program to assist lower levels of government in planning, acquiring, and developing urban parks in, for instance, the 50 largest urban population centers in California. In order for such a program to be effective, the major financial burden would necessarily have to be borne by the state or federal government, which could also provide further incentives for action under this concept by funding operations and maintenance costs on a declining scale over a 5- or 10-year period.

Direct State or Federal Funds Could Be Provided for Urban Parks. The state or federal government could establish a program, based on certain criteria, whereby local governments would receive monies necessary for planning, acquisition, and development of urban parks in the nation's largest population cities. As in the categorical grant concept, initial funding of operations and maintenance costs for a given time frame would be an incentive.

The State Could Reduce the Two-Thirds Required on Local Government Bond Issues to a Simple Majority. This action would allow a greater chance for passage of badly needed local recreation bond issues.

National Urban Greenline Parks or National Recreation Areas Could Be Established. The federal government could establish a program to plan, acquire, develop, and operate urban parks. This would require a strong national commitment. Federal involvement could be made contingent on the preparation by local and regional agencies of comprehensive conservation and development plans for the privately owned lands within the greenline designation, and adoption of protective land-use controls. Again, this concept could be modified so that after planning, acquisition, and development by the federal government, the operation could be turned over to a nonfederal agency. If pending legislation passes, the Santa Monica Mountains and Seashore, a proposed national greenline park, could be a test case for this approach.

The Angeles National Forest Boundaries Could Be Expanded. Where areas with park potential lie near existing U.S. Forest Service lands, the Forest Service boundaries could be expanded. Acquisition would be borne by the federal government. Under a national policy, or on a case-by-case basis, planning, development, and management of such new lands could be undertaken by the U.S. Forest Service or by nonfederal governments. This approach could be applied to an area like the Verdugo Mountains or the Santa Susanna Mountains.

The Corps of Engineers' Role in Providing for Urban Recreation Could Be Expanded. The presence of the Corps of Engineers in the Los Angeles Basin is evidenced by an extensive system of flood-control channels, catchment basins, and water recharge areas. Although recreational facilities have already been provided on some Corps projects, this "open-space" system presents additional opportunities for recreational activities close to urban areas. More intensive development of flood-control systems for compatible recreational use would require that this agency give a higher priority to recreational funding than it does at present.

PROTECTION OF OPEN SPACE

Opportunities

Even with substantial increases in park acquisition funding, it would be unrealistic to think that all of the significant open-space lands in the study area would be placed

in public ownership, particularly given the extensive acreages and high land values involved. The situation regarding the Santa Monica Mountains is a good example. Of the 130,000 acres of uncommitted open space, only 30,000 acres have been identified for future acquisition for park purposes. That leaves 100,000 acres of vacant open space — almost half the Santa Monica Mountains. Protection of most of this acreage might be justified on the basis of its high potential for hazards (e.g., steep slopes, fire, faults) and the need to preserve the critical airshed and scenic values.

Local officials, zoning boards, and planning commissions are aware of the need to preserve open space, but there are pressures from developers for up-zoning and the granting of zoning-density variances to make the building of subdivisions economical.

Until the last decade, land-use controls have been used to pace development, to separate different kinds of urban land use, and to protect public health and welfare. Since the 60s, land-use regulations as a means for protecting diminishing open space have been increasingly explored. The methodology for protective land-use regulation has been publicized. California has passed enabling legislation for contractual open-space agreements to protect open space through tax incentives. California courts have led the nation in giving decisions favorable to down-zoning or restrictive zoning by local governments in “inverse-condemnation” suits brought by developers, speculators, and landowners. Environmental impact reporting requirements and a better understanding of the value of natural environments and their interactions with urban environments have all provided a sounder basis for protective land-use decisions. Open-space provisions, which identify areas with significant values (as required by state law in California), are always adopted in local government general plans. State law also requires that a jurisdiction’s zoning be in conformance with its general plan.

Unfortunately, all of these mechanisms are not really being used to effectively hold the line on the development of fringe areas. Nevertheless, some regulatory mechanisms, like those of the Bay Conservation and Development Commission and the California Coastal Zone Conservation Commission, have met with limited success. Also, there is a growing voter awareness of the need to implement open-space protection measures. Certain elected officials are reflecting this awareness and concern.

Alternative Actions

Local. The following alternative actions are proposed for local governmental protection of open space:

Collaboration could be undertaken across jurisdictional lines, and a consensus established concerning the preservation of large regional open-space resources and the adoption of compatible zoning patterns.

The state has delegated to local governments the primary responsibility for regulating land use. The preparation of the first-generation open-space

elements in local general plans illustrated the problems encountered when extensive regional open-space resources fall under more than one major jurisdiction. The zoning pattern and the degree of willingness to effect protective land-use controls were frequently quite different on opposite sides of a county or city line.

Zoning codes usually differ between jurisdictions. If common codes and criteria were adopted statewide, some problems would be alleviated.

Open-space codes could be specialized.

Specialized codes could provide separate classifications for:

Land with limited carrying capacity due to site safety hazards — slope, fire, flood, fault, subsidence

Land with significant public open-space values — rare or representative habitat, groundwater recharge areas, etc.

Land used compatibly, maintaining a sense of open space, e.g., agriculture, outdoor recreation

Land values and taxes could be adjusted according to the limitations imposed on each zone classification.

Land safety zoning is easily justified since safety criteria are already defined. The down-zoning which the city of Los Angeles has been implementing in the Santa Monica Mountains has been based on a definitive in-depth analysis of site safety hazards. Zoning on the basis of open-space values and compatible uses is more difficult to define and implement. In the past, the open-space code has been applied by local governments to already committed lands such as reservoirs and cemeteries. The closest thing to open-space zoning for compatible uses in California has been the use of the Williamson Act, which enables landowners to enter into voluntary 10-year agreements to keep their land in agricultural and other specified open-space uses in exchange for taxation based on the actual use rather than the highest and best use of land. In areas of heavy land speculation, the tax break is an insufficient incentive to landowners.

Local governments could adopt a policy of “compensatory regulation” which would reimburse landowners for any difference in value lost as a result of the down-zoning.

This would encourage down-zoning for open-space protection in situations where land safety zoning cannot be justified. It would also be considerably cheaper than purchasing land.

Local governments could minimize infrastructure placement on open-space lands of regional concern.

Local jurisdictions also have decision-making authority over the location and design loads of the infrastructure (roads, sewers, utilities) that enables development. By limiting infrastructure placement in critical open-space areas, the speculative and development pressures and the pressures of bonded indebtedness tied to growth can be avoided in these areas.

As a last resort, zoning variances allowing planned unit developments can be used to obtain dedications of open space by developers.

Unfortunately, planned unit developments are visually prominent and aesthetically impact the sites where they are built.

State. The following are alternative actions for state protection of open space:

The state legislature could exercise the option to establish a planning commission, either with or without regulatory powers, for any of the expansive open-space resources. Such a commission could be established for the entire periphery of the Los Angeles Basin.

As mentioned, the state has delegated the policing powers for open-space regulation to local governments. In three well-publicized instances (San Francisco Bay, California coastline, and Lake Tahoe), the state has intervened when multi-jurisdictional natural resources were not being adequately protected by local governments. In each case, a comprehensive planning/regulatory commission has been established to develop and implement adequate protection measures. All proposed development is channeled through these commissions, and permits granted only where the development fits within the limitations set up by the commission. In 1970 the California legislature established a study commission, without authority to grant permits, for the Santa Monica Mountains. The commission was inadequately funded and staffed to complete the level of study sought. In 1976, the state legislature created the Santa Monica Mountains Comprehensive Planning Commission to have nonregulatory planning authority over that portion of the Santa Monica Mountains not covered by the California Coastal Zone Conservation Commission. It remains to be seen whether this new commission will be effective.

The idea of setting up a planning commission with permit authority and imposing a de facto moratorium on growth are certain to meet with resistance from landowners in the affected area. Local governments are likely to resent the erosion of their direct control.

The state legislature could also define certain large regional open spaces on the fringe of the largest urban centers as areas of special significance and require local governments to give these resources special treatment in land-use regulation.

The state legislature could establish a special program for funding the purchase of development rights or conservation easements in specific areas.

Funding could be contingent on local adoption of open-space protection plans for designated areas.

The state legislature could set up a program to declare certain urban open-space areas as “urban open-space preserves” and provide grants for fee acquisition.

The state’s Local Agency Formation Commission (LAFCO) could be directed to deny applications from urbanization-enabling entities.

The establishment of all tax-assessing improvement districts and the incorporation of new cities must be cleared through the Local Agency Formation Commission. This could be a critical control point in land-use regulation, as water and sewer districts that enable residential development require LAFCO approval.

Federal. Federal government control over significant open-space areas in the study area is minimal. Control of grants-in-aid to state and local governments for growth-inducing infrastructure projects (roads, sewers, waste treatment plants, schools) was considered by the federal government. However, direct federal control is not realistic given the fact that local determinations dominate the grant selection process today. Responsibility for reviewing most grant applications has been delegated to state and regional governments, such as the Southern California Association of Governments.

Another indirect federal control is through the setting of air- and water-quality standards; however, this function too has largely been delegated to state and regional governments.

Legislative proposals that would have established a national land-use planning program several years ago failed in Congress. Further, most of the larger, urban-dominated states have already gone beyond the level of planning envisioned in that legislation.

In summary, there are limited opportunities for direct federal involvement in the protection of privately owned open space outside the boundaries of federally administered lands.

Consideration should be given to the creation of a **national urban open-space trust fund**. This fund could loan monies to states and local governments, on a revolving-account basis, for emergency fee and less-than-fee acquisition in areas of rapidly changing land use.

Private Sector. Private sector alternatives for open-space preservation include the following:

Community residents, landowners, and/or conservationists could take the initiative in establishing local or regional conservancies to work for open-space protection.

Local groups of residents could organize a conservancy or special open-space district among themselves to protect the natural environments around their communities. Lands could be owned jointly, or land uses screened by a review committee to ensure continued protection of scenic and open-space values.

On a larger scale, a nonprofit, tax-exempt conservancy or trust could be established to work toward the protection of large contiguous open-space areas. Such a conservancy could function to:

work with landowners in seeking voluntary donations of development rights, or drafting restrictive land-use covenants into their deeds to voluntarily restrict the uses to which their lands may be put;

educate landowners on the tax advantages to be gained from donated land or open-space agreements;

encourage and provide technical advice to landowners on land stewardship practices that emphasize the retention of open space for the purpose of later creating open-space preserves.

Developers could organize themselves to develop their lands only in a manner that would emphasize retention of an open-space identity as an incentive to use in marketing their development.

Groups of developers in an area with open-space and scenic values who agree to develop their properties in such a way as to preserve the open-space character of the entire area can realize economic benefits, since the open-space character will help sell the development(s). Buyers will be willing to pay higher prices for homes in developments that incorporate open-space values.

PRIORITIES FOR FEDERAL ACTION

This study identified 1) the lack of recreational opportunities and programs close to home, 2) the lack of nearby regional parks, and 3) the lack of adequate public transportation to existing regional parks as the major urban recreational issues and problems.

The priority for federal action is the responsible management and focusing of its many existing recreation-related programs. It is critical that the federal government marshal its efforts in the area of recreational services delivery. Opportunities include the recognition of recreation in HUD comprehensive planning; stronger regulations regarding recreation in HUD housing programs; greater financial support for recreation-oriented transportation through the Urban Mass Transportation Administration; increased funding for the Summer Youth Recreation Program and the National Endowment for the Arts and Humanities; and maintenance of full funding for the Land and Water Conservation Fund.

Realization of the recreational potential of existing federal areas within the study area is the second priority. The study found that 1) although plans exist for the development and operation of recreational facilities on Forest Service lands within or adjacent to the study area, funds for implementation are not adequate, 2) recreation planning for BLM lands, a recent responsibility, is not adequately funded, and 3) the recreational aspects of the Corps of Engineers flood-control program are not fully developed because of federal funding limitations and the inability of local governments to commit cost-sharing funds for development and 100 percent of the operations and maintenance dollars.

Serious consideration should be given to redefining federal recreation policy for urban areas where federal lands offer outstanding recreational potential. Prioritized recreation planning, development, and operation on existing Forest Service and BLM lands could greatly enhance recreation in southern California. In addition, the development of an urban recreation policy for Corps of Engineers flood-control projects could have a significant impact. This policy would have to recognize greater federal financial responsibility if the full recreational potential of these projects to be realized.

The question of land-use and open-space protection also requires further federal attention. A **national land-use planning policy** that would recognize the importance of urban open space and provide incentives for its preservation should be considered. Short of outright federal fee acquisition, the **national urban open-space trust fund** described above, would greatly assist state and local governments in the preservation of open space.

THE STUDY

NATIONAL URBAN



RECREATION STUDY

INTRODUCTION: AN OVERVIEW OF RECREATIONAL RESOURCES AND PROGRAM OPPORTUNITIES

Residents of the Los Angeles/Long Beach/Anaheim SCSA have a broad range of recreational resources and program opportunities available to them. In southern California, the active outdoor recreational life-style is possible because of the area's temperate climate and diverse natural settings. Several trends — social, cultural, and economic in nature — have played a significant role in the development of a widespread leisure culture. The first is the large population and substantial economic base, which have promoted the development of virtually every type of recreational activity. Second is the population's high degree of mobility. Many recreational amenities are easily accessible by car, and most residents own automobiles (more than 87 percent of the 3.3 million households in the SCSA). Finally, there has been a substantial rise in family incomes, coupled with an increase in leisure time or time spent away from work. Together, these trends have led to an almost insatiable demand for leisure activities.

Governmental agencies, schools, quasi-public and private organizations, and private concessionaires are the major providers of recreational acreage, facilities, programs, and services in the SCSA. The contribution of the private sector has been significant, as evidenced by the high concentration of theme amusement parks, and one can assume that because of the role of the private sector, recreation within the SCSA is of national as well as local significance.

In order to meet increasing leisure demands, these recreation providers must supply efficient public services and facilities that are accessible and that distribute costs and benefits equitably. In the Los Angeles/Long Beach/Anaheim SCSA every conceivable type of recreational facility and program is provided both by public and private groups. However, serious recreational deficiencies exist. The provision of public facilities and programs has not kept pace with the rapid urbanization and population growth in the area and with the resultant demands for higher levels of service and a broader range of programs.

LOCAL

City park and recreation agencies are perhaps the most visible providers of public recreational areas, facilities, and programs in urbanized areas of the SCSA. The variety of recreational areas provided include neighborhood, community, theme, and regional parks, special activity facilities, and historical/cultural and natural environment areas. Playgrounds, playfields, golf courses, picnic tables, day, group, and organization camps, swimming pools, spectator buildings, and trails are some of the facilities provided in these recreational areas. Currently, the recreation agencies of the cities of Los Angeles, Riverside, and Santa Ana (selected for study in this document) offer a tremendous variety of recreational programs which when categorized broadly include cultural arts, arts and crafts, organized sports, indoor recreation center activities, and outdoor recreation. For example, the Los Angeles City Recreation and Parks Department, which is fairly representative of the various recreation providers in the three case-study cities, offers art, dance, acting, macrame, football, baseball, soccer, tennis, swimming, golf, parades, festivals, kite flying, barge fishing, gardening, photography, club activities, movie programs, and nature study field trips. And these activities are only a small sample of what is available through the department.

School districts are also significant providers of urban recreation facilities and programs. The three districts surveyed for the purposes of this study — Los Angeles, Riverside, and Santa Ana Unified School Districts — provide organized sports and physical-fitness programs, environmental education, cultural activities, adult education, and arts and crafts. In order to better serve community needs, many schools within these districts have opened their facilities to public use after school hours and on weekends — so long as this use does not interfere with regular school activities. All of the districts have established cooperative relationships with their respective city and/or county recreation agencies for the joint use of facilities. For instance, the Los Angeles Unified School District and the Los Angeles City Recreation and Parks Department have a reciprocal use agreement whereby the school district provides an 8-week swim program, including transportation, in the spring and fall, and the city agency provides for free use of city pools, absorbing the costs of pool use by such groups.

The community college systems throughout the SCSA are also important providers of adult education courses, environmental education, community services, cultural and social activities, organized sports, and physical-fitness programs on community college (as well as other) properties. Community services are geared toward broadening the user base so that there is less emphasis on the physically active. The program listing of the Rancho Santiago Community College District (serving the city of Santa Ana) includes science exhibits at the planetarium, concerts, debates, art exhibits, creative cookery, movie programs, lecture series, and social club activities.

The primary role of county park and recreation agencies has been the provision of regional facilities throughout their jurisdictions and local recreational facilities in the unincorporated areas of their jurisdictions. The Los Angeles County Department of Parks and Recreation provides regional parks and recreation areas, neighborhood and community parks in unincorporated county areas, golf courses, and wildlife sanctuaries (total acreage: nearly 72,000 acres); the county's Department of Beaches manages beach resources (total acreage: 1,000+ acres). The Orange County Environmental Management Agency administers its regional parks, including beaches, and local parks in unincorporated areas of the county (total acreage: 8,000+ acres). The Riverside County Parks Department is responsible for the regional park system within its jurisdiction (total acreage: 25,000+ acres). For a detailed listing of the varieties and types of areas, and the total acreages, managed by the county park and recreation agencies in the SCSA, see Appendix B.

Most county recreation departments are dependent upon their respective city recreation agencies to furnish programs. Traditionally, county agencies have been concerned with acquisition, development, and conservation of open-space areas rather than with the actual administering of recreational programs. A notable exception is the Los Angeles County Department of Parks and Recreation, which provides a broad range of traditional activities, such as sports and arts and crafts, throughout its park system, and even offers some specialized programs (like overnight camping and a boxing program in East Los Angeles) on demand. Between 1965 and 1976, the Orange County Harbors, Beaches and Parks District (now part of the county Environmental Management Agency) did not provide any recreational programming because of a policy decision by the county board of supervisors. Since 1976, however, this agency has offered interpretive programs, a junior ranger program, and a local parks program (in conjunction with the school districts) throughout the unincorporated areas of the county. The Riverside County Parks Department continues to operate in the traditional mode, although a minor step has recently been taken to offer interpretive and local art programs. Thus, gradually, county recreation agencies are beginning to accept an even greater share of the responsibility for recreational programming. This involvement will be necessary if they are to effectively achieve goals that would fulfill the needs of the urban public.

STATE AND FEDERAL

Recreational programming on a state and federal level is strikingly deficient. The program opportunities of the California Department of Parks and Recreation are mainly resource-oriented, stressing environmental education. Statewide programs are inconsistent in variety and adequacy, relying largely on the unit manager's creativity. Federal agencies have traditionally emphasized land-management goals such as watershed protection and fire prevention, and have provided little recreational programming. Many observers have identified the imperative need for federal agencies such as the Forest Service and Bureau of Land Management to encourage a broader perspective that would address urban recreational needs. At present, programs offered by the Forest Service are limited to interpretation, and some environmental education programs at ranger stations within the Los Padres National Forest.

Despite the critical lack of adequate recreational programming, state and federal areas within the SCSA provide a significant recreational base. The 1970 Bureau of Outdoor Recreation statistics show that federal areas in the SCSA have over 10 million acres open to the public and provide, among other facilities, 4,700 campsites, 884 miles of trails, and 13 ski areas; these lands accommodate nearly 5 million visitors annually. Similarly, nearly 4 million acres of state lands provide 700 campsites, 108 acres of beach, and 60 miles of trails, which serve almost 4 million visitors annually.

The California Department of Parks and Recreation manages state parks (large natural areas), state historical parks, state beaches, and state recreation areas in the SCSA; some of the state beaches are operated and maintained by the counties in which they are located. Although most of the larger areas in the state park system lie some distance from the highly urbanized portions of the SCSA, many are within one hour's driving time of central Los Angeles. These areas and facilities support a wide variety of recreational activities.

The California Department of Fish and Game also manages some areas within the SCSA — fish hatcheries, fish holding ponds, and ecological preserves — which support such passive recreational pursuits as sightseeing, hatchery-operations observations, and birdwatching.

Several federal land-managing agencies have holdings in the SCSA. The largest of these holdings are the mountain and desert areas under the jurisdiction of the Forest Service and the Bureau of Reclamation, which include some of the most extensive open-space opportunities for recreation near urban centers. Portions of four national forests — Angeles, Cleveland, Los Padres, and San Bernardino — lie within the study area. All four forests are managed for multiple purposes, with watershed protection the primary purpose and recreation a secondary one. Because of their

proximity to heavily urbanized areas of the SCSA, the Angeles and Los Padres forests have the greatest potential for meeting some of the recreational needs of urban dwellers.

Most of the federal land in the SCSA is desert acreage administered by the Bureau of Land Management. Although the desert is a fragile resource, it already absorbs a great deal of annual use, and with proper management could accommodate still more without destroying its values. Desert public lands, however, are generally too distant to effectively serve urban-impacted residents of the SCSA.

The National Park Service administers three national park units — Joshua Tree and Channel Islands National Monuments and a portion of Death Valley National Monument — all of which are located on the unurbanized perimeter of the study area and are not readily accessible to metropolitan residents. Visitor activities in the national monuments are oriented to those seeking natural-environment experiences.

Flood-control areas, including basins, reservoirs, and channels, are managed by the U.S. Army Corps of Engineers — or by county flood-control districts for the Corps. Some of these facilities have been made available to the public and developed for recreation. Recreation facilities at Corps flood-control projects are sometimes managed by the Corps, but are more often operated and maintained by cooperating local agencies. Because flood-control projects tend to be closer to urban-impacted areas of the SCSA, their potential for recreational development, use, and programming to meet the needs of urban residents is great.

Other federal lands that offer limited recreational opportunities include Bureau of Reclamation water-control projects (notably in Ventura County — recreational facilities constructed in connection with these projects are generally operated and maintained by cooperating local and state agencies), Indian reservations administered by the Bureau of Indian Affairs, and wildlife refuges managed by the Fish and Wildlife Service. Recreational opportunities on these lands include camping, picnicking, and fishing.

REGIONAL OPEN-SPACE RESOURCES

Within the study area there are approximately 17 million open-space acres, and nearly 10 million residents. This computes as 1,700 open-space acres per 1,000 people, which is about 10 times the most generous recommended ratio.* Thus, the problems of open space in the SCSA have to do not with quantity but rather with quality and location. By far the largest open-space resource is the desert, which provides meaningful

* 160 acres per 1,000 people — Central Massachusetts Regional Commission recommendation.

experiences for many people. However, the desert has a fairly low capacity for use, if it is to be preserved in a relatively natural condition. Further, using the desert in its natural state requires equipment, expertise, and interests not common to most inner-city populations. Parts of the desert where sufficient water is available could be developed for more intensive uses, but their distance from population centers makes them practical for use only by mobile, relatively affluent people on occasional weekends; they would be virtually inaccessible to the young, the aged, and the poor. Also, temperatures in many desert areas are too high to permit strenuous activity during the hot months of the year.

The mountain areas are in general closer to the population centers and climatically more amenable than the desert; however, many of these areas also do not lend themselves to intensive recreational uses because of the steepness of the terrain.

Because of climate, terrain, and location, most desert and mountain lands are best suited to provide for such low-intensity activities as hiking, camping, nature study, and so forth — recreation that depends on the land base being preserved in its natural state.

The most significant open-space resources in the SCSA — and the fewest in number — are those within or near population centers. Over the years, the setting aside of land for recreational use has sorely failed to keep pace with urban expansion. Based on population projections and an association-adopted standard of 15 acres/1,000 people, the Southern California Association of Governments (SCAG) has identified a 1995 need for 200,104 acres of regional parkland within the study area; the existing supply (1975) of 75,886 acres is 63 percent (or 124,218 acres) deficient. Using these same figures, but examining only the heavily urbanized areas (with 70 percent of the population), there is a 1995 need for 139,238 acres of regional parkland and an existing supply of 40,524 acres — a 71 percent, or 98,714-acre deficiency. (It should be noted that SCAG does not include federal and state facilities because they are of statewide or national interest; neither does it include water-surface or wildlife preserve acreages as they do not provide recreational opportunities for the majority of residents. A description of federal and state areas, as well as facilities administered by city and county agencies, is included in Appendix B.)

Although a great deal of open space is available within and adjacent to the SCSA, few real opportunities exist for the enjoyment of recreational resources by urban residents. This situation is due partly to the location of existing open space. Most open-space resources are on the periphery of the SCSA — too remote to be usable by most urban dwellers on a daily basis — and there is a definite shortage of open space within the most populous portions of the SCSA. The lack of adequate recreational development and programming at the parks and recreational and open-space areas that do exist further restricts the satisfaction of the recreational needs of residents throughout the SCSA.

PARK AND RECREATION FINANCING: ISSUES AND OPPORTUNITIES

The common denominator in public park and recreation administration is a chronic and worsening lack of money. This basic problem was mentioned consistently by the administrators of all but one of the recreation and park agencies surveyed in the Los Angeles/Long Beach/Anaheim SCSA, and the magnitude of the problem is increasing. In the words of the director of the Los Angeles City Recreation and Parks Department, one of the nation's largest recreation agencies, "Making up our local and regional park acreage deficiency alone, to say nothing of development or operation and maintenance of what we've already got, would cost one year's national appropriation of the new \$900,000,000 level of the Land and Water Conservation Fund!" Multiply that one agency serving 2.8 million people by the hundreds of agencies serving 200 million people and the scale of the problem can begin to be appreciated.

The effects of inadequate funding for recreation are manifested everywhere in the decrease in the quality of recreational services delivery. The financial problems of public recreation agencies are discussed here from the standpoint of a) their causes, and b) their effects on various aspects of recreation agency operation. The specific programs that constitute the federal role in recreational financing in the SCSA are described and evaluated in a separate section (see p. 61 ,).

CAUSES OF FINANCIAL DEFICIENCIES

The three key factors that contribute to recreation budget deficiencies — inflation, the low priority given to recreation, and the uncertainty of adequate funding — are discussed in the following sections.

Inflation

Inflation has affected the real value of recreation budgetary dollars. The decline in the purchasing power of the dollar over the past 10 years has served to more than offset increases in agency budgets. As an illustration, an increase of \$3,535,902 in the operating budget of the Los Angeles City Recreation and Parks Department

from FY 1973 to FY 1976 actually resulted in a decline of \$1,975,818 in operation budget value over that period. Thus an apparent increase in dollar amounts can mask an erosion of agency fiscal strength.

Low Priority for Recreation

Recreation, only one of a large number of human services that government is expected to provide, has a relatively low priority for funding in the Los Angeles/Long Beach/Anaheim SCSA. In general, the administrators of the county recreation agencies studied in the SCSA feel that their agencies have fared well in the fiscal tightening that has occurred over the past several years. City recreation agency administrators feel otherwise: Administrators in Los Angeles, Riverside, and Santa Ana believe that their agencies have received a diminishing piece of a shrinking pie.

The tables below summarize data pertaining to county and city expenditures for selected services relative to the sum total of jurisdictional expenditures.

**TABLE 1: RECREATION vs. OTHER EXPENDITURES – COUNTY LEVEL
LOS ANGELES/LONG BEACH/ANAHEIM SCSA, FY 1975-76***

Los Angeles County

1975 Population: 6,944,900

Total County Budget: \$2,764,798,437

County Per Capita Expenditure, All Services: \$398.10

Human Services	Amount Expended	% of County Total	Per Capita
Public Assistance	\$1,111,043,095	40.2	\$160.00
Police and Criminal Justice	212,956,079	7.7	31.70
Health Services	134,512,339	4.9	19.40
Detention and Correction	114,245,664	4.1	16.50
Public Way and Facilities	77,366,868	2.8	11.10
RECREATION AND CULTURAL SERVICES	49,931,299	1.8	7.20
Fire Protection	20,614,810	0.7	3.00
Libraries	19,580,386	0.7	2.80

*Source: *Annual Report, Financial Transactions Concerning Counties and Cities, FY 1975-76*, State of California Controller's Office. Figures under the various program categories are as aggregated by the reporting counties and cities. Jurisdictions may aggregate figures differently; therefore, care must be exercised when comparing these figures. Specific recreation and park agency budgets differ from the figures in this table.

TABLE 1 (Cont.)**Orange County**

1975 Population: 1,710,200

Total County Budget: \$342,364,295

County Per Capita Expenditure, All Services: \$200.20

Human Services	Amount Expended	% of County Total	Per Capita
Public Assistance	\$95,474,280	27.9	\$55.80
Police and Judicial	45,995,182	13.4	26.90
Public Way and Facilities	17,070,486	5.0	10.00
Detention and Correction	16,708,859	4.9	9.80
Fire Protection	9,633,844	2.8	5.60
Health Services	7,192,931	2.1	4.20
Libraries	6,736,967	2.0	3.90
RECREATION AND CULTURAL SERVICES	1,359,543	0.3	0.80

Riverside County

1975 Population: 526,600

Total County Budget: \$162,085,579

County Per Capita Expenditure, All Services: \$307.80

Human Services	Amount Expended	% of County Total	Per Capita
Public Assistance	\$66,534,518	41.0	\$126.30
Police and Criminal Justice	19,479,145	12.0	37.00
Health Services	13,544,696	8.4	25.70
Public Way and Facilities	9,585,893	5.9	18.00
Fire Protection	1,864,537	1.2	3.50
Libraries	1,316,347	0.8	2.50
RECREATION AND CULTURAL SERVICES	1,077,367	0.7	2.00

**TABLE 2: RECREATION vs. OTHER EXPENDITURES – CITY LEVEL
LOS ANGELES/LONG BEACH/ANAHEIM SCSA, FY 1975-76***

City of Los Angeles

1975 Population: 2,727,399

Total City Expenditure: \$916,173,668

City Per Capita Expenditures, All Services: \$335.90

Program	Amount Expended	% of City Total	Per Capita
Police Protection	\$198,829,180	21.7	\$72.90
Street/Drains/Lighting	113,817,108	12.4	41.70
Fire Protection	86,736,506	9.5	31.80
PARKS AND RECREATION	54,553,290	6.0	20.00
Garbage Collection/Disposal	29,462,962	3.2	10.80

City of Santa Ana

1975 Population: 177,304

Total City Expenditure: \$35,801,189

City Per Capita Expenditure, All Services: \$201.90

Program	Amount Expended	% of City Total	Per Capita
Police Protection	\$8,384,631	23.4	\$47.30
Streets/Drains/Lighting	4,837,376	13.5	27.30
Fire Protection	4,727,929	13.2	26.70
PARKS AND RECREATION	3,045,570	8.5	17.20
Waste Collection/Disposal	841,004	2.3	4.70

*Source: *Annual Report, Financial Transactions Concerning Counties and Cities, FY 1975-76*, State of California Controller's Office. Figures under the various program categories are as aggregated by the reporting counties and cities. Jurisdictions may aggregate figures differently; therefore, care must be exercised when comparing these figures. Specific recreation and park agency budgets differ from the figures in this table.

TABLE 2 (Cont.)

City of Riverside

1975 Population: 150,612

Total City Expenditure: \$35,801,647

City Per Capita Expenditure, All Services: \$237.70

Program	Amount Expended	% of City Total	Per Capita
Police Protection	\$6,801,063	19.0	\$45.20
Streets/Drains/Lighting	6,008,518	16.8	39.90
Fire Protection	4,421,869	12.4	29.40
Waste Collection/Disposal	2,616,311	7.3	17.40
PARKS AND RECREATION	2,289,616**	6.4	15.20

**This expenditure figure was provided by the Riverside City Park and Recreation Department.

Why does recreation assume such a low priority? The answer is that higher priorities are given to the satisfaction of basic needs — food, shelter, security, and health — and the cost of fulfilling these basic needs has risen with inflation, consuming an increasing share of available revenues. Of lesser importance are the needs that may be termed “quality-of-life.” Recreation is in this broad category of needs. The interrelationship between the latter needs and the former is close, but the way in which satisfaction of some of the quality-of-life needs makes possible the satisfaction of the basic needs, especially the need for security and health, is not yet adequately understood. The priority given to recreation might improve if recreation professionals more aggressively sold the “products” of their programs: i.e., a physically and emotionally healthier community.

Revenue Uncertainties

Of all the local sources of recreation agency income, independent taxing authority is the best in assuring an adequate cash flow. Few agencies in the SCSA have this authority, however, and most rely on granted or allocated federal and state funds.

Income for recreation agencies in the SCSA is derived from a combination of the following sources: 1) general fund appropriations, 2) earmarked appropriations from local revenues, 3) independent taxing authority, 4) local park bond issues, 5) locally generated user fees, 6) state or federal re-allocation of revenue, 7) state bond issues, 8) state financial assistance, and 9) federal financial assistance.

General fund appropriations are made competitively within jurisdictions and are becoming less of a major source of recreation agency income. County parks departments in the SCSA reported success in competing for available resources; city recreation agencies reported little success, in comparison to other human services. All the city recreation agencies studied in the SCSA have new directors who appear to be effective spokesmen for the cause of recreation; therefore, these agencies may fare better in the future.

Earmarked appropriations from local revenues are a key source of agency income. One source of earmarked income is generated by Quimby Act fees or equivalent park development fees. These are not generally sufficient to provide the facilities intended by those programs. Los Angeles was the first city in southern California to implement a local Quimby Act ordinance. For an agency like the Los Angeles City Recreation and Parks Department, which does not receive any local support for park acquisition, the Quimby Act represents an important and reliable local revenue source. However, since Quimby Act revenues must be expended in the community where they are earned, expanding affluent areas have benefitted greatly from such development fees, while economically depressed neighborhoods have gained little. The Riverside County Parks Department receives a portion of the county bed tax.

The single recreation agency in this study that appears to have an adequate financial base — the Orange County Environmental Management Agency (EMA) — does so by virtue of the **independent taxing authority** vested in the Orange County Harbors, Beaches and Parks District. This district earmarks its own local revenues and has authority to tax up to 20 cents per \$100 assessed valuation in the county. The district is not obligated to compete directly with other county departments. By contrast, the Los Angeles city charter allocates to the recreation and parks department 13 cents per \$100 assessed valuation of city property. This tax rate has remained static since the 1930s, and unlike funding in the Orange County district, the revenues generated cover less than one third of the agency's operating budget.

Local park bond issues have been patently unsuccessful in the cities studied. In 1971 slightly more than half the voters in the city of Los Angeles approved a badly needed \$174 million bond issue, but it failed to receive the required two-thirds majority for passage. Riverside County utilizes an innovative technique in issuing park capital bonds. The county has a County Parks Facilities Corporation which sells bonds on the approval of the county board of supervisors. To date, \$6.5 million in bonds have been issued by the corporation. Other than through the use of innovative techniques such as this, the present era of fiscal conservatism does not bode well for local park bond issues.

Locally generated user fees are a consistent source of income for many agencies. The city of Los Angeles generated about \$6.5 million from user fees and charges in FY 1975-76. All agencies in the SCSA are reevaluating user fees and the related use of concessionaires with a view toward generating more income. As an example, the Los Angeles City Recreation and Parks Department recently initiated a tennis-court reservation system as an experimental program at one of their recreational centers. It is expected that funds from this program will be applied toward improvements in existing courts and construction of new tennis facilities.

State or federal re-allocation of revenue occurs through disbursement of state revenues collected locally — e.g., gasoline taxes — and through federal revenue sharing. Both of these income sources are filtered through the jurisdiction’s decision-making process and therefore reflect local priorities. Revenue-sharing funds have become a significant source of recreation agency income.

State bond issues have been a boon to local agencies. The table below breaks out state bond appropriations by county and city in the SCSA.

TABLE 3: STATE PARK BOND ALLOCATIONS
LOS ANGELES/LONG BEACH/ANAHEIM SCSA (in millions)

County Agencies	1964	1974	1976
Los Angeles County Department of Parks and Recreation	\$5.71	\$6.43	\$6.25
Orange County Environmental Management Agency	2.79	2.00	2.59
Riverside County Parks Department	0.94	0.77	0.78
City Agencies			
Los Angeles City Recreation and Parks Department	4.97	8.94	8.52
Riverside Park and Recreation Department	0.09	0.50	0.48
Santa Ana Recreation and Parks Department	—	0.50	0.50

The 1976 bond act narrowly passed. Increasing fiscal conservatism may make future bond issues extremely difficult to secure.

State financial assistance comes in the form of grants and allotments from various state agencies. The Roberti-Z'berg Urban Open Space Act (Senate Bill 174) administered by the California Department of Parks and Recreation is a 3-year program with a \$25,000,000 statewide, annual, renewable allocation. Allocations of S.B. 174 funds and of state off-highway vehicle funds, also administered by the state parks department, are as follows:

TABLE 4: ALLOCATIONS OF S.B. 174 AND OFF-HIGHWAY VEHICLE FUNDS

	<u>S.B. 174</u>	<u>Off-Highway</u>
Counties		
Los Angeles	\$3,530,000	\$700,000
Orange	713,000	225,000
Riverside	177,000	45,000
Cities		
Los Angeles	3,020,000	—
Santa Ana	110,000	—
Riverside	98,000	—

The California Department of Navigation and Ocean Development (DNOD) has provided \$9,377,000 in funding over the years for boating facilities development in Los Angeles County. Some participation by this department in recreation development of Bolsa Chica Marsh in Orange County is anticipated.

The Wildlife Conservation Board (WCB), as the funding arm of the California Department of Fish and Game, in FY 1975-76 provided approximately \$2.98 million for projects in Riverside County, \$700,000 for Orange County projects, and about \$108,000 for projects in Los Angeles County. WCB funds are not income to local agencies, but projects are often funded in conjunction with local agencies.

The California Department of Transportation makes available approximately \$200,000 annually for nonmotorized transportation facilities, including bikeways, in Los Angeles, Orange, and Riverside Counties.

Federal financial assistance is received by local jurisdictions, as direct allotments or through competitive grant processes generally administered by the state. A discussion of federal programs is included in the section beginning on p. 61 .

EFFECTS OF FUNDING DEFICIENCIES

The lack of adequate recreation funding manifests itself generally as a decrease in the level of services provided by a recreation agency, and specifically as problems in various aspects of recreation agency operation. The problems encountered in the Los Angeles/Long Beach/Anaheim SCSA differ among jurisdictions, and each deals with its problems differently. The following subsections discuss the major categories of funding deficiency and how various recreation agencies address them.

Operations and Maintenance (O/M)

This category includes park maintenance, facility replacement, and rehabilitation, and is the most serious problem facing the recreation agencies surveyed in the SCSA. Operation and maintenance costs involve staff salaries and equipment costs. Because of the effects of inflation, and the increasing misuse of parks (vandalism, graffiti, etc.), O/M costs are increasing at a prodigious rate. The tendency toward unionization of park maintenance staff may further accelerate the O/M cost increases.

The effects of deficiencies in O/M are immediately observed: Facilities begin to look shabby. Numerous parks in Los Angeles, Riverside, and Santa Ana appear to be under-maintained. Graffiti is seen everywhere. Restrooms, a favorite target for vandals, are often closed for months awaiting repair. At one park in Riverside, the rims on five of the six basketball courts were literally ripped off by vandals and have not been replaced in five months.

Broken glass was observed in children's play areas or on playing fields at parks throughout the SCSA. Formerly well-manicured playing fields are often rutted, strewn with cans and bottles, and overgrown. Vegetation, especially ornamental plants, in many parks are showing signs of neglect.

As physical conditions in parks decline, user apathy rises, leading to even more vandalism and ultimately to fewer users. In the extreme this can lead to facility closure – which none of the jurisdictions surveyed in the SCSA has reported as yet. Each of the city agencies did report, however, that the backlog of maintenance problems has had the effect of making their policy makers reluctant to compound the problem by adding new areas to their park systems. For example, the Los Angeles County board of supervisors is unlikely to approve new beach acquisition unless the project is 100 percent offset by operating revenues.

Forced economy is the short-term solution available to the recreation agencies surveyed. One economy measure used by several agencies is the curtailment of program services and a recapturing of the position and funding in the O/M function. This type of forced economy has obvious drawbacks. As an example of an economy measure practiced by most agencies, the refurbishment cycle at Los Angeles city parks has lengthened from 3 years to around 8 years. The city of Riverside, which once provided maintenance on a programmed basis, can now provide care for buildings, grounds, and vegetation only on an "as needed" basis. The problems of park maintenance have caused most agencies to implement designs specifying basic facilities utilizing low-maintenance vegetation and, where possible, automated irrigation systems.

Despite some cooperation with school districts, flood-control districts, the Corps of Engineers, and utility companies, recreation agencies have not adequately explored the basic administrative economy of joint management and maintenance of facilities with other agencies.

The imposition of user fees has increased in all cities. Most of the recreation agency administrators surveyed felt that fees should not be overly relied upon, and many users felt that fees would deter their use of parks. In the Los Angeles County park system, user fees are increasing for some activities, like golf and tennis, and have been dropped for other activities like swimming. The city of Riverside has begun offering concessions for the capitalization and operation of some high maintenance sports like tennis. Riverside County has recently made economic self-sufficiency a major parks department objective, and many new facilities are planned to be revenue producers. In Santa Ana, the recreation and parks department hopes that concentrating agency attention on Santa Ana Stadium and Prentice Park Zoo will result in income sources that will help offset operations and maintenance costs at these and other city parks.

Planning

Recreation planning in the Los Angeles/Long Beach/Anaheim SCSA is in very poor shape for two reasons: lack of money and lack of coordination. The problems of recreation planning in the SCSA, as well as some of the major problems inherent in the planning process, are discussed elsewhere in this report. The root of the problem is an unwillingness on the part of policy makers to give recreation planning even minimum financial support. Acquisition programs are shaped more by opportunity than by rational design.

Acquisition and Development

The Los Angeles/Long Beach/Anaheim SCSA is deficient in parklands. Available funds for acquisition and development are a fraction of those needed to solve the present problem, and the problem is worsening as established and expanding urban areas gain in population and the inflationary spiral continues. Undeveloped lands in and adjacent to urban areas are few and far between, and they are rapidly being committed to other uses. At the same time, increased land and development costs make condemnation and conversion of developed land increasingly unfeasible, economically as well as politically. Opportunity purchases are lost due to lack of

acquisition funding. In essence, the problem of an inadequacy in acquisition funding is virtually unsolvable.

Land-acquisition funding deficiencies create “park poor” communities or — as is the case in many urbanized areas of the SCSA — exacerbate conditions in communities with existing parklands, causing overcrowding at existing facilities. This effect was observed in all the jurisdictions surveyed. At one neighborhood park in a highly urbanized area of Los Angeles, 65 baseball teams compete for three ball diamonds. Other communities are totally lacking in neighborhood park space and residents must travel elsewhere for most recreational activities. In Riverside and Santa Ana, neighborhood facilities also appeared severely overcrowded. According to the Los Angeles County Department of Regional Planning, acreage deficiencies in regional parkland in Los Angeles County currently (1975) range between about 6,000 and 67,500 (depending on the standard used) and are projected to increase to between 7,000 and 70,000 acres by 1990. Riverside and Orange Counties are reasonably well supplied with regional park acreage, but regional parks accessible to most potential users are in short supply.

A lack of money for facility development has resulted in a backlog of needed improvements at parks throughout the SCSA. The Los Angeles County Department of Beaches reports that two of its areas remain unopened due to problems in locating development funding. At another beach in the county, temporary restrooms and other facilities, in lieu of permanent development, have enabled limited use. Some local recreation agencies receive very little, if any, local general fund money for acquisition of parkland, despite an accelerating deficiency. The Los Angeles Recreation and Parks Department is in this situation. The lack of city council support for acquisition reflects a prevailing voter attitude against approval of park bond issues.

Land acquisition and development funding from state and federal sources has assumed increasing importance for the jurisdictions in the SCSA. For the city of Los Angeles, state parkland funds and revenue-sharing allocations have supplemented Quimby Act monies and a sites and facility fee (\$200 per unit), largely sustaining the city’s “bare-bones” capital acquisition program. S.B. 174 and the 1976 bond act funds will also make up a considerable portion of the agency’s capital acquisition budget. The Los Angeles County Department of Parks and Recreation is beginning to receive an increasingly large share (30 percent in 1976) of the state’s grants for recreation, in part because the grant program is becoming more urban-oriented. Grant success is owed to a combination of departmental aggressiveness and state recognition of county problems, as well as the county’s proportionate share of the state’s population. In FY 1975-76, only 2.5 percent of the department’s \$29.7 million capital budget was from the county general fund. Another 3.2 percent consisted of locally generated user fees. The remaining 94.3 percent was comprised of state and federal grants and revenue-sharing funds. In Riverside County, the \$1.57 million capital budget for

acquisition and development included over 40 percent state and federal grant and allocated funds. For the city of Riverside, a 1974 bond act appropriation comprised almost the entire acquisition budget of \$305,000 in FY 1975-76.

In addition to heavy reliance on state and federal funding for acquisition, agencies in the SCSA have been using and expect to use more innovative “less-than-fee” options for making land available for recreational use. On Santa Catalina Island, the county of Los Angeles has negotiated an open-space easement allowing recreational use of thousands of acres of land in return for considerable property-tax relief. Less-than-fee mechanisms, particularly the use of easements, are of interest to recreation agencies but they have not and will not replace the maxim, “If you want it, buy it.”

A tool for dealing with an inadequacy in existing parkland is to provide certain developments that will allow more efficient use of what land is available. The lighting of a play area increases its use potential by as much as 100 percent. Lighting of parks is a priority goal for all local recreation agencies in the SCSA, but capital improvement funding deficiencies and a lack of funding for personnel to operate parks on an extended schedule has hindered progress.

Programs

Because programs are staff-dependent, require supporting capital expenditures, and are easily discontinued, programming is often the first area of a recreation agency’s operation to feel budget pinches. In each of the cities studied in the SCSA, recreational programs have been curtailed or eliminated for lack of adequate funding. Less recreational programming directly affects users. Fewer park programs create more serious park problems, such as crime and vandalism.

An insufficient budget caused the Los Angeles County Department of Parks and Recreation in FY 1976-77 to trim \$1.6 million from the program budget of the previous year, resulting in the discontinuation of certain programs and a 40-50 percent decrease in the budgeting of others. The programs most affected were those that were regional in scope. The table below summarizes the staff cutbacks in the program area.

**TABLE 5: PROGRAM STAFF POSITIONS ELIMINATED IN FY 76-77
LOS ANGELES COUNTY DEPARTMENT OF PARKS AND RECREATION**

Program	Positions Eliminated
“Get High on Life”	20.3
Cooperative Swim Program	18
Recreation Staff for Parks Programs	10
Special Recreation and Cultural Programs	8
Nature/Interpretive Staff	3.5

Source: Data provided by Los Angeles County Department of Parks and Recreation

In addition to the staff positions eliminated within the department, 40 percent was cut from the budget of the school recreation program by which the county subsidizes recreation programs provided by school districts in unincorporated areas.

In Riverside, program budget difficulties have cost staff at some community centers. In Los Angeles, the city recreation and parks department has curtailed Saturday night and Sunday morning recreational programs in some central city areas. The city of Santa Ana has been forced to cut back on summer and after-school programs in city parks, as well as weekend and evening programs.

Federal manpower programs like CETA have helped to lessen the impact of program budget cuts, but do not begin to solve the problem.

Most agencies in the SCSA have attempted to supplement program staff through the use of volunteers. In some instances this has proven successful, but success is contingent upon strong community interest in the park, and also on the skill and imagination of the paid staff at the park. Only a handful of the parks observed in this study combined these two requirements successfully.

FEDERAL PROGRAMS INVOLVED IN RECREATION FINANCING

The demand for a larger federal financial role in local recreational services delivery is strong — and getting stronger. Without exception, the public recreation agencies surveyed in the SCSA indicated that existing federal grant appropriations are not adequate. The extent of the inadequacy cannot be determined, and hinges on a number of philosophical questions concerning the relationship of the federal role to local responsibility. However, in a relative sense, federal grant expenditures for recreation do not constitute a significant proportion of the total recreation expenditure, and it appears that new and redirected federal grant programs are needed. Also, while the SCSA includes some agencies that work well within existing federal grant programs, one agency director, possibly expressing the sentiments of many others, termed federal program guidelines “vague, changeable, and wasteful.”

The following federal programs provide direct or indirect funding for the delivery of recreational services.

Comprehensive Employment and Training Act (CETA)

The CETA program administered by the Department of Labor is designed to get unemployed people off the public-assistance rolls and on the job. Titles I, II, and VI address

chronic, institutional, and cyclical unemployment, respectively. Title III is geared toward summer employment for economically disadvantaged youth (SPEDY). The CETA program, in its third year has shown steady increases in funding levels each year. It is not a grant program as such; rather CETA money is allocated to various prime sponsors — cities, counties, and consortia of cities and counties — based on a number of factors keyed to the local unemployment rate.

Table 6 provides a breakdown of CETA allocations for FY 1977 in the studied jurisdictions of Los Angeles/Long Beach/Anaheim SCSA.

TABLE 6: CETA ALLOCATIONS — FY 1977

<u>Jurisdiction</u>	<u>Total CETA*</u>	<u>To Recreation Agency**</u>
City of Los Angeles	\$156,540,000	\$8,275,000
County of Los Angeles	145,850,000	4,480,000
County of Orange (consortium)	153,116,509	1,220,000
San Bernardino and Riverside Counties (consortium)	54,099,133	
County of San Bernardino (all county and city recreation agencies)		803,000
County of Riverside (all county and city recreation agencies)		88,800

Source: Figures provided by U.S. Dept. of Labor, Employment and Training Administration

*Includes SPEDY Program and recent Title VI funding infusion in President Carter's economic stimulus package.

**Does not include recently allocated Title VI funds, some of which may go for capital improvement projects in parks.

The importance of the CETA program to public parks and recreation has been profound. The timing of CETA was, for southern California, opportune because it came at a time (1973) when taxpayers were in revolt, and fiscal conservatism had become the prevailing mood of public policy makers. The Los Angeles County Department of Parks and Recreation, for example, faced a significant reduction in funding for park operations in FY 1973-74, which, coupled with the acquisition and development of several new areas, meant a crisis in county park operations and maintenance. The CETA employees provided

by the county to the department made the difference between substandard and subsistence maintenance under the effectively reduced budget. The county's reliance on CETA employees has continued, as the gap between actual and needed funding widens in the department's budget.

The use of CETA-sponsored personnel by recreation agencies of the other jurisdictions studied in the SCSA follows a similar pattern of reliance.

Land and Water Conservation Fund (LWCF)

This fund, administered by the Bureau of Outdoor Recreation through the California Department of Parks and Recreation, makes money available on a 50 percent matching basis for the acquisition and development of outdoor recreation areas. Since 1966, the LWCF has provided over \$21 million in Los Angeles County, nearly \$9 million in Orange County, and about \$4.8 million in Riverside County.

On a statewide basis, competition for LWCF monies is intense, with requests exceeding available funds by a factor of six. The threefold increase in the fund scheduled to occur over the next 4 years will not likely diminish competition for its money in California in the immediate future since agencies will probably generate projects in proportion to the increase in the fund. The demand for parkland in California is such that the LWCF is a mere drop in the bucket.

Criteria for LWCF eligibility and project priority, as well as grant-application procedures, are the responsibility of the state. Several agencies in the SCSA are very successful in competing for LWCF grants, notably Los Angeles and Riverside Counties' parks and recreation departments. Both of these agencies begin early to line up the local cost share and to clear necessary political checkpoints.

In contrast, some local agencies reported difficulty in using the LWCF. The state's project-priority criteria rate potential grant recipients on their demonstrated ability to successfully commit LWCF grant money; a poor record can prejudice an agency's chances for the limited available funds. The city of Riverside pointed out the difficulty in gaining commitments on the local cost share of a grant a full 18 months prior to the date of the grant. Aside from the fiscal planning difficulties, the long lead time of the grant process causes local enthusiasm to wane.

The major limitations of the LWCF are its exclusion of all but acquisition and development projects and its restriction on indoor recreation projects. As discussed elsewhere in this section, operation and maintenance is the most critical funding deficiency at the local level. Unless the Land and Water Conservation Fund, or another yet-to-be developed program, addresses operations and maintenance, more and more agencies will be reluctant to consider acquisition and development of new parkland. Further, the need for community centers was emphasized throughout the SCSA, and many recreation

agency administrators felt the LWCF should be made to respond to that need through allowing the funding of indoor projects.

Most agencies suggested a block-grant format for the LWCF to allow maximum flexibility. A lower local cost share was also sought by some agencies.

Housing and Urban Development Block Grant (HUD Community Development)

As this grant is a block grant allocated noncompetitively to "entitlement" cities, the local jurisdictions can spend HUD CD funds in accordance with changing local priorities, which differ from one jurisdiction to another.

In FY 1974-75 approximately 6 percent of the \$118 million in HUD CD funds allocated by the Los Angeles area office went for the creation of open space. Less than 0.5 percent of the CD "Public Service" funds and less than 0.3 percent of the CD "Planning" funds went to recreation services.

Corps of Engineers (Code 710)

In the Code 710 program, the Corps makes funds available on a 50 percent matching basis for the development of recreation facilities at completed Corps-constructed flood-control projects. A companion program funds recreational facilities at Corps projects under construction. Through FY 1977-78, a total of over \$15 million of Corps money will match an equal amount of local money in the SCSA. Around 18 percent of the nationwide expenditure through Code 710 has occurred in the SCSA. Strong local sponsors like the Los Angeles county and city parks and recreation departments, Los Angeles County Flood Control District, Orange County Environmental Management Agency, the parks departments of Riverside and San Bernardino Counties, and others have made the program a great success. Many other agencies, however, because of funding limitations have been unable to make use of the program.

A unique feature of this cost-sharing program is the provision of federal money "up front." Planning and design funding is cost-shared; the matching local funding is required prior to construction start-up. New Corps guidelines permit the matching of 710 funds with HUD block-grant monies.

The proximity of Corps projects to the population centers of the region makes the potential of this program highly attractive.

Bureau of Reclamation Public Law 89-72

Under this law, recreation funding is made available on a 50 percent cost-sharing basis for land acquisition and capital development on projects not to exceed \$100,000 (federal portion). Projects must be located on lands under the jurisdiction of the Bureau of Reclamation. Once completed, they are usually operated and managed by another agency.

Economic Development Administration (EDA) Public Works Employment Act of 1976

This act provided a one-shot appropriation of \$3 billion to be granted to jurisdictions for public works projects, including those involving park facilities. Grants under this program to the jurisdictions studied in the SCSA are summarized below.

TABLE 7: EDA PUBLIC WORKS EMPLOYMENT ACT ALLOCATIONS

Counties	
Los Angeles	\$83,000,000
Orange	40,200,000
Riverside	10,800,000
Cities	
Los Angeles	43,200,000
Santa Ana	11,700,000
Riverside	4,950,000

Source: Figures provided by Economic Development Administration. President Carter’s Economic stimulus package contains provisions for additional public works employment grants.

The general grant criterion was that projects serve a demonstrated public need. The program was a help to some park and recreation agencies in the SCSA, particularly in facility development, and no agency found fault with the program except insofar as allocations were uneven and recreation-related projects were given a very low priority by EDA. The low priority for recreation seems to have reflected an arbitrary EDA estimation of long-term public benefit derived from various types of projects.

Law Enforcement Assistance Administration (LEAA)

This federal agency provides considerable funding in the realm of law enforcement and crime prevention. In FY 1976, LEAA obligated approximately \$235 million nationwide in juvenile-delinquency prevention, comprehensive planning, law enforcement research and development, and discretionary grants programs, among many other programs totaling well over \$1 billion.

The amount of LEAA money applied to recreation-related programs and projects is surprisingly small. One such program which achieved great success in the treatment of young offenders, 11-15 years old, was the National Youth Program Using Mini-Bikes (NYPUM). From FY 1972 through FY 1975, the National Board of YMCAs in Los Angeles was granted over \$1 million in LEAA discretionary funds for this program. The recidivism rate of participants in NYPUM was 3.9 percent, contrasted with a national average of 65-80 percent. In FY 1972 and FY 1973, the city of Los Angeles was the recipient of \$380,000 in LEAA juvenile-delinquency prevention funds for the establishment of an ongoing delinquency prevention and diversion program.

The relationship between lack of recreational opportunity and crime is not well understood, but it is undeniable that a correlation between the two does exist. Programs like NYPUM, "Get High on Life" in Los Angeles County (cut back for lack of funding), and many others have demonstrated success in diverting young offenders. A reorientation of traditional concepts of crime prevention in the direction of specially designed recreational programming might have a marked effect on our national crime rate by allowing young people to gain constructively the attention they might otherwise get through crime. In the SCSA, a recreational program targeted for youthful offenders and potential offenders would have immediate and long-range effects in lowering vandalism and encouraging park use.

Community Services Administration (CSA) Summer Youth Recreation Program (SYRP)

Through the SYRP, grants are made to public agencies and to various community action agencies and limited purpose agencies to provide recreational opportunities for disadvantaged 8 to 13 year olds. In the summer of 1976 approximately \$250,000 was granted to limited purpose agencies in the Los Angeles area for the SYRP, plus an undetermined additional amount granted to community action agencies for the program. The SYRP is relatively small, but the general lack of locally funded programs of a similar nature makes it an important one.

Other Federal Programs

The National Historic Preservation Act of 1966 authorized National Park Service grants to states, and through the states to local governments, private organizations, or individuals, for the purpose of preserving historic sites. In California, the program is administered by the California Department of Parks and Recreation, Office of Historic Preservation. The program is not well funded nationally, though it is due for a proportional increase along with the increase in the Land and Water Conservation Fund. Since FY 1970-71, approximately \$1.9 million has been appropriated in California, of which about \$407,000 (21 percent) was allocated to Los Angeles, Orange, and Riverside Counties. Riverside County (\$201,000) has been most active in the program.

The Department of Labor's **Job Corps** program provides vocational training for a limited number of young persons at three centers in California, including one in Los Angeles. The President's economic stimulus package contains a 235 percent increase in funding for the Job Corps, as well as proposals for a **Young Adult Conservation Corps (YACC)** and a **Youth Community Conservation and Improvement Program**. The goals for these three programs, plus the **Comprehensive Youth Training and Employment Program** under Title VI of CETA, is to involve 200,000 young persons 16 to 21 years old in on-the-job and classroom training. These programs, if effected, should have an impact on local and state recreation manpower, especially in the maintenance of natural areas. **The Youth Conservation Corps (YCC)**, administered by the U.S. Forest Service, also provides a limited amount of manpower assistance in the national forests.

ADMINISTRATION, ORGANIZATION, AND PLANNING: ISSUES AND OPPORTUNITIES

The Los Angeles/Long Beach/Anaheim SCSA is a jurisdictional patchwork of federal, state, county, and city governments, and special purpose districts. Over the years, as the urban region in southern California has developed, local service demands and needs have shifted and become increasingly complex. In order to provide the necessary services in Los Angeles County, for example, 79 cities (and in the cases of Riverside and Orange Counties, 15 and 26 cities, respectively), and hundreds of special purpose districts have been formed. Overlying this local governmental structure are numerous state and federal agencies which have varying degrees of authority in the area. The result, particularly in Los Angeles County, is a tangle of overlapping boundaries and uncoordinated decisions. Lack of coordination between jurisdictions has produced wasteful duplication of effort on the one hand and conflicting results on the other, and these coordination problems are manifested in the delivery of recreational and leisure services in the study area. The problem reaches its most critical proportions in Los Angeles County in which 79 cities, hundreds of special districts, and a

county, each acting with complete autonomy, attempt to address local and countywide recreational needs.

GOVERNMENTAL STRUCTURE AND COORDINATION

Each of the case-study counties consists of five supervisorial districts with a supporting county bureaucratic structure that includes a parks and recreation function. Riverside and Los Angeles Counties separate the planning function from the parks and recreation function into distinct planning and parks/recreation departments. Los Angeles County separates management of its coastal recreation resources — in the Department of Beaches — from management of its inland parks and recreation resources — in the Department of Parks and Recreation. The Department of Beaches, however, does not receive countywide funding, since funds for recreation in Los Angeles County are divided equally among the five supervisorial districts, and the beaches department receives a share of the funds from only one district.

Orange County houses its parks and recreation, planning, flood-control, and other public works functions in one umbrella agency called the Environmental Management Agency (EMA). The Harbors, Beaches and Parks District exists primarily on paper and is used as a funding mechanisms. In reality, the district's administrative functions are accomplished within the EMA; recreational planning, for example, is done in coordination with planning for other public facilities. This unusual governmental structure, in which all so-called environmental functions are located within the same county agency, seems to encourage greater coordination and joint planning of public facilities (especially flood control and recreation).

The cities of Riverside and Santa Ana operate on a "council/manager" system of municipal government, and each has a distinct city recreation and parks agency. Overlying this municipal framework are school and community college districts, which also provide recreation and leisure services. Santa Ana, for example, is served not only by a recreation and parks department, but also by three unified school districts — Santa Ana, Garden Grove, and Tustin — and by the Rancho Santiago Community College District. Among the unified districts, the Santa Ana district serves by far the largest portion of the city's residents and apparently has a fairly good working relationship with the Santa Ana Recreation and Parks Department.

A schools/parks coordination problem has been identified, however, in those areas served simultaneously by the Santa Ana Recreation and Parks Department and by either the Garden Grove or Tustin Unified School District. West Santa Ana, a community simultaneously served by the Santa Ana Recreation and Parks Department and the Garden Grove Unified School District, is an illustration of this sort of problem: Although some schools are located adjacent to parks in West Santa Ana, it seems (according to neighborhood

accounts) that little communication and coordination between the city recreation agency and the school district occurs.

The city of Los Angeles is organized according to a “mayor/council” system, and is divided into 15 councilmanic districts. Due to its sheer size, the city of Los Angeles experiences administrative problems. The once-traditional viewpoint held that city governments were ideally suited to readily assess and respond to local needs; it is apparent from the neighborhood interviews that the city of Los Angeles is no longer seen as well equipped to effectively cope with these needs. Even in relatively affluent communities like Chatsworth/Porter Ranch, there is some resentment towards the perceived unresponsive city structure (thus, the incidence of secessionist movements among factions of city and county residents). The city seems best able to respond to neighborhood and community needs via the political-influence route. Community contacts who in interviews noted some success in getting their community’s recreational needs recognized in city hall identified this success with the influence of their councilperson and/or his/her staff. Many people in Wilmington, for example, credited the supportive efforts of their councilman and his staff for recent park and recreation funding gains for that community.

Other coordination problems result from the relationship between Los Angeles’ Department of Planning and Recreation and Parks Department. In the past, input from the recreation and parks department into recreation planning has been minimal. These two agencies have had strong differences of opinion regarding standards for park acreages, the practicality of including implementation sections in various community plans, and other factors. However, the working relationship between the two agencies has improved in recent years, and the recreation and parks department should in the future have opportunities to provide considerable input in the updating of the recreation element of the city’s general plan.

VIEW OF ROLES AND RESPONSIBILITIES

Public Agency Responsibilities

The traditional view of recreation responsibilities is that county government provides regional recreational areas and facilities for the entire county, as well as local recreational space for unincorporated areas, while cities are responsible for recreational facilities and programs in incorporated areas. Also in the traditional view, school districts cooperate in providing neighborhood and community recreational facilities and programs at elementary and secondary schools and community colleges. The state and federal governments have traditionally been responsible for managing public lands under their jurisdiction and for helping to finance local recreation. The federal government coordinates its own agencies and programs. The California Department of Parks and Recreation, however, has assumed a stronger role as coordinator

of federal (and other) agency programs that impact recreation in California. The overall coordination of such agencies and programs was not identified as a problem in the jurisdictions studied.

Since the SCSA is such a patchwork of cities and counties, and since the recreating public uses resources in the area without regard for jurisdictional boundaries, the traditional governmental roles and responsibilities may in some cases no longer apply. The jurisdictions surveyed identified the need for defined roles and responsibilities.

Responsibilities for Out-of-Jurisdiction Use

Little is known by the case-study cities and counties about the extent to which their facilities are used by people from outside their jurisdiction, but each jurisdiction surveyed identified some facility or facilities which receive a significant amount of out-of-jurisdiction use. Most acknowledge the fact that out-of-jurisdiction use reflects a “two-way street” pattern of recreational use; for example, while Griffith Park in the city of Los Angeles may receive a significant amount of use from outside the city, many of the city’s residents also go outside the city, and even the county, to recreate (e.g., Ventura and Orange County beaches).

Representatives of the case-study cities all look to the county as the logical source of assistance in operating regional recreational facilities; they see the county assisting either by entering into cost-sharing agreements with the cities on regional-scale projects (either existing or planned) or by acquiring and managing more regional facilities on their own. Most of the cities do not look beyond the county. One notable exception is the city of Los Angeles, which expressed the need for the state to become more involved in acquiring parks in the urban area; it was suggested that the state acquire the land, transfer the property to the city to operate and maintain, and provide funding assistance for operations and maintenance. A reverse situation is also being considered by both the Los Angeles City Recreation and Parks Department and the California Parks and Recreation Department. Both agencies feel that undeveloped mountain parks that are city-owned and located near or immediately adjacent to larger state parks could probably best be developed and operated by the state agency. The city of Los Angeles also identified the state as the agency responsible for providing camping in a natural setting.

The case-study counties generally look to the state for assistance in operating recreational facilities that attract out-of-county users. The Los Angeles County Department of Beaches, for instance, has assumed operations and maintenance responsibilities for a number of state-owned beaches located in the county. Since the beaches attract users from throughout the Los Angeles area, as well as the nation, they represent a regional, statewide, and even national resource. Thus, Los Angeles County feels that it should not be solely responsible for operating and maintaining that resource.

In addition, the counties also look to the cities for assistance in operating some county facilities that serve local needs. Several cities in Riverside and Orange Counties, for example, have operated recreational programs on county facilities.

Orange County has also indicated that the state and federal governments ought to assume greater responsibility in acquiring and funding camping-area parks and beaches because of the regional, statewide, and national appeal of these resources.

Federal Responsibilities

The case-study counties and cities perceive the federal role and responsibility in the urban area as primarily financial, emphasizing that local control of areas and facilities must be retained.

Certain concerns regarding the functioning of agencies and programs of the federal government in the SCSA, however, were brought forth in the jurisdictional interviews:

Parks and recreation administrators and their staffs expressed the concern that the U.S. Forest Service, with its large land base so conveniently located to serve urban recreational needs, is not realizing its potential for providing recreational opportunities, particularly camping, for the SCSA's urban residents. They recommended that the Forest Service assume a greater role in providing regional recreational opportunities in the urban area.

Similar observations were made about the U.S. Army Corps of Engineers, which administers a large piece of federal real estate in the SCSA. Corps lands are capable of providing substantially more urban recreational opportunities than already exist. The Corps intends to make additional lands available as local governmental agencies indicate their capability to develop them under the Code 710 program. Development can be completed by 100 percent local funding or under the Code 710 cost-sharing program. The Code 710 program applies only to areas that have been developed for flood-control purposes. The realization of the lands' ultimate recreational potential will depend on local abilities to develop, operate, and maintain the proposed recreational areas and to fund 100 percent of the development and/or enter into 50 percent cost-sharing agreements with the Corps.

Other suggestions concerning federal involvement in recreation in the SCSA included the following:

Additional areas on military lands such as Fort MacArthur and Camp Pendleton could be opened for public recreation.

The federal government ought to become involved in financing urban transportation systems.

Because of the large urban population residing in the SCSA, there ought to be some sort of highly visible federal presence in the area, despite the findings of the Santa Monica Mountains study, which concluded that because they were not a nationally significant resource, the Santa Monica Mountains could not qualify as a national park or recreation area.

The federal government should manage a national park or recreation area in the SCSA. Areas mentioned most often for federal involvement include the Santa Monica Mountains, Camp Pendleton, and Prado Basin.

And finally some concern was expressed by local officials over the inflexibility and/or vagueness of federal grant program guidelines and the uncertainty of federal grants in general.

Role of Commercial Recreation

The role of private commercial enterprise in providing recreational services to urban residents of the Los Angeles/Long Beach/Anaheim SCSA has been largely undefined, although the magnitude of the recreational services provided by the private sector is undoubtedly immense. Certain recreational activities, which are either exclusively or partially enjoyed on commercial facilities (bowling, pool/billiards, tennis, golf, raquetball, and paddle and platform tennis), are tremendously popular. Facilities for these activities are consequently in high demand. In addition, tourists, together with a large affluent, mobile resident population, have created a substantial market for "theme" recreation in southern California. Several nationally significant private amusement parks such as Disneyland, Marineland of the Pacific, Knott's Berry Farm, and Magic Mountain, as well as major theme areas such as Olvera Street and Chinatown, are located in the SCSA. According to some estimates, Disneyland, the prototypic amusement park (located in Orange County), is visited by local residents at an average rate of once a year. Private enterprises, therefore, are significantly involved in the delivery of recreational and leisure services to residents of the SCSA.

None of the jurisdictions surveyed identified a problem of competition between public recreation agencies and private enterprises. The private sector generally serves different recreational needs, and thus there is very little overlap.

Park and recreation officials of the jurisdictions surveyed agreed that private enterprise can and does provide recreational services where public agencies cannot, for economic or other reasons, provide such services. Due to the private sector's market orientation, it is able to respond more quickly to new consumer demands for specialized facilities and services. Demands for recreational opportunities of a "fad" nature, particularly if they require development of expensive facilities, can be met more effectively by commercial interests than by public agencies.

Since commercial recreation enterprises operate on a money-making basis and require the payment of fees by users of their facilities, these users tend to come from the wealthier segments of the population. Consequently, a significant role of the private sector in the delivery of recreational services is in providing for some of the needs of the more affluent user population.

Commercial enterprises also have a role in providing recreation and related services as concessionaires on public lands. Most of the agencies surveyed have utilized private businesses in this way — in providing food service, equipment rental, and other concessions — and all recognize the potential for further use of private concessionaires on public lands. Two agencies, Riverside County Parks Department and Orange County Environmental Management Agency, expressed the intention to go beyond the traditional use of concessionaires. The policy and philosophy of both agencies is to provide a land base and then to aggressively attract private capital investment in the development, operation, and maintenance of recreational facilities. A notable example of this sort of public/private cooperative venture is Centennial Regional Park, planned for development in Santa Ana by Orange County, the city of Santa Ana, several school districts, and many private investors. Orange County is seeking to encourage greater private participation in public recreational projects in order to minimize the taxpayers' investment and to generate revenues.

Role of Nonprofit Agencies

Nonprofit organizations and agencies such as YMCA, YWCA, Boy and Girl Scouts, Campfire Girls, Little League, Pop Warner, Pony Tail League, churches, senior-citizen groups, JCs, Kiwanis, and a myriad of others offer a wide range of recreational and leisure opportunities in the case-study cities. Many of the organizations' programs are geared to youth. Some organizations, for example YMCAs and YWCAs, have their own recreational facilities, and many community service agencies such as Kiwanis have their own gymnasiums and swimming pools. Other organizations such as Little and Pony Tail Leagues, Pop Warner, and occasionally Boy and Girl Scouts and Campfire Girls rely heavily on the use of public facilities — local, county, and even large-scale regional parks — for their programs.

The extent of the nonprofit agencies' contribution to the overall delivery of recreational and leisure services in the study area is not well understood by public recreation departments and schools, although the public agencies are quick to acknowledge that a contribution has indeed been made.

Churches appear to be performing less of a role in providing social, recreational, and leisure services than they did previously. This is probably a reflection of the prevailing American attitude that government should provide most human services. A notable exception exists in ethnically oriented communities such as Little Tokyo in Los Angeles and Casa Blanca in Riverside where churches play an important role in providing for the health and welfare of residents. Churches in other communities may be forced

to reassume their role as services providers if they wish to be in a better survival position in these changing times.

If community service groups were given greater access to public funds, they would be able to cooperate even more in the provision of recreation and leisure services. Some nonprofit groups are already receiving public funds: the Santa Ana YMCA and the Los Angeles Girl Scouts receive revenue-sharing monies for their programs. Nonprofit groups, however, should be given greater consideration as recipients of federal grants than they have in the past.

MULTIPLE USE OF PUBLIC FACILITIES

All six of the case-study city and county recreation agencies indicated that they utilize other public facilities to provide recreation. The multiple-use agreement is an institutional mechanism for increasing the efficient use of available resources.

Many examples of multiple use can be found, especially at the interface between school and recreation functions. In the SCSA, the symbiosis between schools and parks is widely recognized in policies, which locate parks adjacent to schools whenever possible. This allows joint use of facilities, and a great deal takes place. Funding deficiencies, however, have hindered multiple-use programs; for example, a cooperative swim program conducted by the Los Angeles County Department of Parks and Recreation using school pools was discontinued when funds were cut. There seems to be great potential for acquiring, developing, and managing school lands for multiple use. This concept offers a secondary opportunity, for as school enrollments decline, needs change, and schools close, these school sites may then be recycled to provide other community services, including recreation; a school site recycled for other public uses will thus be preserved and available for reopening and use as a school in the event the trend in school enrollment reverses itself. The Los Angeles City Recreation and Parks Department has indicated strong interest in the multiple use of public utility lands. The department has completed an inventory of all properties within the city, including those held by the city's Department of Water and Power. Both departments are currently evaluating these sites for their recreational potential and the recreation and parks department is in the early stages of programming funds for the development of sites where recreational development is compatible with water service facilities. In addition, the recreation and parks department has had the opportunity to plan with the Los Angeles County Flood Control District the development of recreational trails — an element of channel construction in the San Fernando Valley.

Another type of joint facility use occurs on public utility rights-of-way, where recreational facilities developed by public agencies and the private sector provide opportunities for major secondary uses. Multiple uses of county flood-control district

channels, debris basins, retention basins, and reservoirs, and Corps of Engineers flood-control reservoirs and basins are successful examples. The potential of flood-control land for further recreational development is immense. The limiting factor is the local agencies' funding capability to enter into 50 percent cost-sharing agreements under the Corps of Engineers Code 710 program.

Surplus government property could be used to alleviate the parkland deficiency in the SCSA. Abandoned military bases and defense installations, such as Nike missile bases and National Guard armories, as well as government office buildings and warehouses, have potential for recreational use. Some surplus property, such as portions of Fort MacArthur near Long Beach and Camp Pendleton in northern San Diego County, is being used by recreation agencies, but only to a limited degree.

Water-supply reservoirs have great potential for badly needed water-based recreation; the watershed lands surrounding the reservoirs are just as valuable for recreation. Most utility companies in the SCSA, however, are resistant to the opening of domestic water-supply reservoirs for public recreational use.

The expansion of the concept of multiple use to include the idea of joint acquisition and management holds great promise in enabling recreation agencies to relieve parkland deficiencies.

PERSONNEL

The general consensus among park and recreation officials from the jurisdictions surveyed is that there is no shortage of qualified personnel available to fill urban recreation positions, but that due to budgetary and personnel-ceiling constraints, there is a shortage of positions for these people to fill. Only one agency surveyed, Riverside City Park and Recreation Department, cited problems in attracting qualified applicants — for part-time positions — due to the absence of a recreation curriculum at the local university; but generally on an SCSA-wide basis there is a surfeit of qualified people because many colleges and universities in the area offer recreation programs, which collectively produce hundreds of qualified graduates each year.

An additional factor concerning the availability of recreation personnel was brought out in the neighborhood interviews. In such lower income, ethnically oriented communities as West and Southwest Santa Ana, Los Angeles' Westlake/Echo Park and Wilmington, and Nichols Park in Riverside, where the cultural patterns do not conform with the dominant white middle-class pattern, it was mentioned that assigned recreation personnel frequently lack the social sensitivity, initiative, flexibility, creativity, dedication, and experience required to provide programs that are relevant and

responsive to the communities' needs. This is perhaps a reflection of the failure of schools and colleges to direct people with these qualities into the recreation field. In dealing with this problem, the Los Angeles City Recreation and Parks Department has instituted a bilingual bonus-pay (5 percent) procedure for recreation personnel in minority areas. Neighborhood contacts further identified as a problem the lack of continuity in community recreation leadership, largely because recreation staff members who are successful in building community rapport and developing good community recreational programs are immediately promoted and transferred out of the community. "Inexperienced" personnel are regularly assigned to the poorer communities and are promoted out as soon as they prove themselves. This high turnover rate among recreation personnel creates a problem of leadership continuity in the poorer urban communities.

The primary problems faced by local recreation agencies in recruiting recreation professionals and paraprofessionals are administratively set personnel ceilings and fiscal constraints. Affirmative Action programs, in which goals for hiring women and minorities are set, are regarded by local recreation officials as being only partially successful; although the agencies may report overall gains in minority employment, they also cite the need to employ more minority people in public-contact positions. The Los Angeles County Department of Beaches, for example, while claiming to have made progress toward meeting its overall Affirmative Action goals, noted that it was able to attract only a few minority applicants for its lifeguard position openings. Neighborhood contacts tend to see the agencies' Affirmative Action programs as dismal failures. This perception is probably shaped by the fact that the highly visible recreation positions — the public-contact jobs (recreation/playground leaders, lifeguards, regional park rangers, etc.) — are less likely to be filled by minorities than are the operations and maintenance, clerical, and even some lower-level administrative jobs; the latter job categories are those in which the greatest Affirmative Action gains have been recorded. Those gains that have occurred are viewed as "token" rather than real opportunities. Further, neighborhood perceptions tend to focus on the negative aspects of Affirmative Action (i.e., not enough minority personnel are hired) rather than the positive (i.e., some gains have been made).

The training of recreation professionals and paraprofessionals tends to be neglected. The day-to-day job demands and the lack of training funds contribute to a "training gap." The need for more and better training of professional recreation staff was identified by all six case-study cities and counties.

Volunteers have been utilized to a limited extent in urban recreation programs. Non-profit agencies such as the Girl Scouts, Boy Scouts, Campfire Girls, Little League, YMCA, and YWCA rely on volunteers more extensively than do public recreation agencies. Volunteer programs are an untapped resource which, if properly funded and managed,

CETA employees are sometimes underpaid and exploited.

Some jurisdictions allow the CETA program, which must be renewed by Congress each year, to substitute for normal and needed permanent staff increases.

The CETA program affects local spending priorities by allowing cities and counties to economize on personnel. Even though the federal legislation specifically precludes use of the CETA program to replace regular personnel, CETA-sponsored employees have preempted regular personnel primarily through attrition. As regular staff members retire, or leave for other reasons, their positions are eliminated, and the functions associated with these positions assumed by CETA-sponsored personnel.

If CETA were to be curtailed or discontinued, the local jurisdictions surveyed would experience severe staffing problems, notably in the operations and maintenance area. This could result in the closure of some parks.

PLANNING, RESEARCH, AND EDUCATION

This section addresses the topics of recreation planning, research, and education, and is based on information obtained from interviews with agency/organization representatives and from public documents of the jurisdictions studied in the Los Angeles/Long Beach/Anaheim SCSA. Input from community contacts was also incorporated where appropriate.

Recreation Master Planning

This first subsection examines the status of master planning at the federal, state, regional, county, and city levels of government. Statements concerning federal, state, and regional master planning are based on study of the entire Los Angeles/Long Beach/Anaheim SCSA; the discussion of planning at the local level is confined to those cities and counties selected for the case studies.

Federal. The Corps of Engineers prepares recreation master plans for multiple-purpose flood-control projects in the Los Angeles District. The projects provide opportunities for recreational activities at facilities developed in reservoir areas and along flood-control channels primarily by local government agencies. The master plans for each project guide the new and continuing facilities development of each area. The Corps attempts to maintain coordination with city, state, and federal agencies during the preparation of their master plans.

The U.S. Forest Service (USFS) does a great deal of planning to guide the management of National Forest lands under the concept of "multiple use." Its planning is highly

could effectively and efficiently augment recreation agencies' programming staff and monies to provide services to their constituents as well as allow for greater community participation in the functioning of their departments.

Federal job programs such as the Comprehensive Employment and Training Act, and to a much lesser extent, the Youth Conservation Corps, Job Corps, and Summer Youth Recreation Program have had a profound impact on the local jurisdictions examined in the SCSA. CETA, in particular, has been most effective in helping meet local staffing needs. The Los Angeles City Recreation and Parks Department supplements its more than 1,900 permanent employees with nearly 1,000 CETA-sponsored employees. By using this program over the past 5 years, this department has maintained approximately the same number of permanent employees; however, even 5 years ago the department was understaffed.

The city of Santa Ana also relies heavily on the CETA program. In addition to the 96 full-time permanent recreation and parks staff members employed by the city in FY 1975-76, the recreation and parks department employed 50 full-time and over 100 part-time CETA employees.

The major staffing impact of the CETA program is that local recreation agencies are able to augment their operations and maintenance work force with CETA employees. Often CETA workers in an agency mean the difference between substandard and subsistence maintenance. For example, the Riverside City Park and Recreation Department has lost 34 positions over the past 2 years, and refurbishment of the Riverside parks would have been severely curtailed without the CETA program. Likewise, the county parks department has been able to fulfill maintenance needs for an increasing number of parks because of the manpower made available through CETA funding.

Although the CETA program has been a lifesaver, it has created some headaches as well. Agencies have reported the following problems:

It is difficult to motivate and supervise many CETA employees.

CETA employees are often untrained and place demands on the small training budgets of many agencies; in some cases, CETA workers are simply not getting the training they need.

Often in filling CETA positions local agencies must follow two sets of qualifications standards — CETA and Civil Service — and sometimes it is difficult or even impossible to synchronize the two.

In some agencies, the CETA program has caused resentment among career employees who feel their jobs are downgraded in importance because similar jobs are done by CETA workers.

sophisticated and includes an adequate in-house design staff. Occasionally private consultants are used. Recently the Forest Service has put more emphasis on recreational planning by establishing recreation composite plans. These composite plans pertain to areas within each forest designated for intensive recreational use. This is especially significant for the four forests that are near the Los Angeles/Long Beach/Anaheim SCSA. Angeles National Forest has an approved "high country plan." The plan recognizes that the Angeles "high country" has the unique capacity to bring to the 10 million residents of the SCSA the environmental values of conservation, education, and recreation.

The Bureau of Land Management has been using land-use planning in its management practices since 1967. In 1972, the agency organized the California Desert Planning Program, which is primarily concerned with resource planning for this area of concern. Nineteen areas of the California desert that have significant natural and recreational features have been identified, and master plans have been completed for four of these areas. The Federal Land Policy and Management Act (P.L. 94-579, BLM's Organic Act) was passed by the Congress in 1976, and provides authority for such a planning effort. Funds were authorized by the act for planning of the California Desert Conservation Area, but have not yet been appropriated. The planning effort will consider recreation land uses as part of the total land-use analysis of the California desert areas.

The National Park Service (NPS) sees its master planning as an effective tool in land management. The Park Service is presently developing a master plan for Channel Islands National Monument. The existing general management plans for Joshua Tree and Death Valley National Monuments are being reviewed to see if they are adequate to satisfy new planning guidelines. Most plans for the two monuments propose a wilderness designation for substantial land areas within the parks. The agency's planning process is highly sophisticated and includes resources management plans, visitor use plans, general development plans, and action plans. An extensive public involvement program is included in the planning process, and environmental assessment of planning alternatives is carried out.

State of California. The California Department of Parks and Recreation is responsible for the *California Outdoor Recreation Resources Plan* (CORRP — 1974). The plan presents a coordinated program that recognizes public and private agencies as equal partners in providing outdoor recreation. CORRP examines recreation in each of the 10 state planning districts, and is designed to assess local recreational needs. Specific master plans to guide recreational facilities development for individual parks on a continuing basis are also prepared. Of note is a July 1975 general plan for the units of the state park system within the Santa Monica Mountains. Entitled *Santa Monica Mountains and Seashore Recreation Plan*, it was completed in response to Assembly Bill 781, which was directed specifically to recreational planning needs in the Santa Monica Mountains.

The California Department of Navigation and Ocean Development does little planning in the SCSA coastal region. Its planning is of a narrow scope and is at present limited to a study for the location of coastal trail systems.

The 1975 *California Coastal Plan*, prepared by the California Coastal Commission, was mandated by the 1972 "Coastal Initiative" (Proposition 20). The *California Coastal Plan* has evolved through countless hours of public hearings, public review of draft proposals, and informational meetings — public participation in resource planning on a scale unmatched in California. The plan was written by 83 commissioners on six regional commissions and one state commission. The resulting plan is representative of this effort, incorporating the needs and desires of a myriad of interests. It is a long-range plan, with two principal objectives: 1) to protect the California coast as a great natural resource, and 2) to use the coast to meet human needs in a manner that protects the irreplaceable resources of the coastal lands and waters. The plan's policies address coastal recreation, recreational development, including marinas, and control of recreation to protect coastal trail systems.

Regional. The Southern California Association of Governments has developed a *Conservation and Open Space Plan* (1976) for the counties in the study area. The plan includes statements of goals, policies, plan maps, proposed implementation actions, and a discussion of the areas of regional significance and concern. SCAG intends to use the plan as a key reference in carrying out its planning and decision-making responsibilities. The plan's Outdoor Recreation section states that "SCAG shall encourage the provision of land for all forms of outdoor recreation; urge a mixture of natural areas and recreational sites; work with agencies to meet recreation land standards; continue to aid local agencies to meet recreation land standards and continue to aid local agencies in securing financial assistance for recreation and open space through 1) SCAG Capital Improvement Program for outdoor recreation and 2) A-95 grant review process." A survey of acquisition and implementation techniques is mentioned in the plan.

Case-Study Counties. The Los Angeles County Department of Parks and Recreation presently lacks a general plan for recreation. A 1973 general plan was ruled invalid in legal action. The *Conservation and Open Space Plan* element of the new general plan, currently under preparation, will have an implementation plan that will cover recreation. At present, the *Regional Recreation Area Plan* of 1965 is the only recreation and open-space element in effect. The *Environmental Development Guide* (adopted in 1970) functions as the county's official general plan. Other county planning efforts consist of community planning (West Hollywood), area planning programs (Santa Monica Mountains), and area planning in the north county. In addition, the Los Angeles County parks and recreation department has a capital improvement program and an inventory listing of potential opportunities.

Riverside County's present master plan was done in 1964. The plan consists of an inventory of potential park sites and does not set priorities. Priorities are set in the county's capital improvement program (CIP), and the deadlines associated with these priorities have not been met. Consultants play an important role throughout the planning process.

An update of Orange County's 1972 master plan, *The Master Plan of Regional Parks, Amendment No. 3*, is due the 1977-78 fiscal year. The old master plan identified priority groups to be accomplished according to specified time frames. The Orange County Environmental Management Agency, in which the county's parks and recreation function is located, has prepared a *Regional Recreation Facilities Acquisition and Development Program* for 1976-77. This report describes planning, acquisition, and development projects (e.g., the Lower Santiago Creek Plan) for which funds are appropriated. The projects identified are based on adopted county master plans, previous directives of the board of supervisors, and, in some instances, staff or publicly initiated requests. In addition to the other master plans, Orange County has separate master plans for arterial bikeways, historic preservation, and equestrian and hiking trails.

Case-Study Cities. At the present time the Los Angeles Department of Planning is working on a background report to determine how to update the interim recreation elements of the old (1968) plan. With input from the city's recreation and parks department, planning personnel intend to examine facilities categorically and broaden the old acreage-standards perspective to include evaluation of such factors as location and user-identified needs. Once completed, the updated recreation element will be sent by the planning department to the recreation and parks commission, the planning commission, and the city council for approval. Before the recreation element can go before the recreation and parks commission, however, it must receive approval from the general plan advisory board, which consists of heads of various departments and agencies including city planning, the recreation and parks department, the mayor's office, the department of water and power, the policy department, and others. Implementation of the plan element will primarily be the responsibility of the recreation and parks department, but other departments and agencies will have some control over plan implementation.

The city of Riverside has a 1978-79 capital improvement program plan. The proposed 6-year park and recreation CIP plan totals \$3,576,500. Sources for this funding will be the general and revenue-sharing funds, and a residential development fee. The proposed program includes the acquisition and development of new parks, improvement of existing parks, parkway development, and city/school cooperative projects. The renovation of existing parks receives highest priority. The city's 1990 general plan covers urban, citywide, community, neighborhood, regional, and gateway parks. Its *Conservation and Scenic Highway Plan* (1974) is a separate element of the general plan. The *Recreation and Education Facilities Plan* element (1966), also included in the

1990 general plan, is a composite of maps and reports which 1) evaluate existing recreation and education facilities in the city, and 2) plan for future expansion.

The Santa Ana City Planning Department has hired a consultant to develop open-space and bike trails plans. The 1973 general plan has an *Open-Space Plan Element* (1973), but the plan addresses available lands only and does not attempt to assess current neighborhood needs. The planning process utilizes consultants as well as in-house designers in an effort to ensure accuracy.

Planning Effectiveness. There is considerable doubt as to the usefulness of master plans as action guides and effective tools for management and decision making at all levels of government. In most cases plans are outdated before they are implemented. The plans are often drawn from incomplete information, which casts doubts as to their accuracy and validity. Generally, the jurisdictions' low success rate in prioritizing, implementing, and meeting deadlines can be attributed to 1) the lack of binding powers of the adopted plans, 2) the lack of adequate funding for implementation of the plans, and 3) the lack of post-implementation monitoring, or monitoring throughout the planning process. Perhaps the greatest planning problem results from the organizational and communications barriers that differing governmental structures create for individual citizens and groups.

Orange County is an apparent exception to the master-planning problem. Their master plan is an acquisition list, with deadlines, and also includes a capital improvement program. The Orange County tax base generates enough funds to support and implement the plan, and it appears that the county has been successful in meeting deadlines. The current planning is, however, based on an inventory of anticipated acquisition opportunities and not on any determination of needs beyond broad acreage requirements.

Mechanisms for public input are often lacking or discouraging; consequently neighborhood residents are generally not involved in the master-planning process. Some special-interest groups provide input at various levels of planning; however, these groups are usually segmented and do not represent the general public. City parks and recreation departments have haphazard systems for community input, which do not allow for input from those who are not wired into the process through community action organizations. Parks and recreation agencies often do make attempts to solicit user opinions in facility programming, but a systematic mechanism is lacking. Communication is not maintained on a regular basis between park planners and users. A major factor which discourages user response and constant input is the complexity of the planning process. Agencies could seek alternative methods of citizen input to minimize the duration of the process.

Planning assistance is in great demand. Both manpower and funds are viewed as significant needs. Federal assistance is especially needed at the local level in

planning for use of federal lands. Assistance is needed to provide coordination of overall park planning and research. Agencies also need help in devising workable mechanisms for community planning and accurate assessment of user needs.

Research

Recreation is not recognized as a serious field of research by most agencies. The very nature of outdoor recreation is thought to be intangible. No estimate is available on the amount of funds or personnel committed to recreation research in the Los Angeles/Long Beach/Anaheim SCSA, indicating the uncoordinated nature of efforts now underway in this area. The majority of completed research projects have been oriented toward the resources rather than users. There is no coordinated and guided research on urban areas or the planning process, and very little on inner-city recreation.

Broad user analyses, intergovernmental communication, and land-use development patterns are the major categories where critical research is needed. Broad user analyses should investigate motivation (i.e. what causes people to seek leisure activities), and should facilitate comprehension of barriers or obstacles to recreational enjoyment. Additional research is needed into the role of park and recreation agencies in human services, social and cultural carrying capacities, conservation and resource management, agency self-sufficiency and cost/benefit analysis as applied to recreational services, economic impacts, and operations and maintenance costs.

Volunteer services may play an important role in expanding the abilities of agencies to provide programs for greater numbers of users in the future. Research should take a critical look at the function and effectiveness of volunteer services in recreation agencies.

Numerous problems are encountered in attempting recreation research. Many recreation professionals view research as wasted time unless it is directed toward a specific purpose or demonstrated need — particularly in park operations. Additional time needs to be taken to familiarize staff with research that is available. Recreation professionals and staff are not always able to stay abreast of ever-changing recreation trends and are frequently not aware of research that is already available. The California Department of Parks and Recreation's Park and Recreation Information System (PARIS) does not do an adequate job in coordinating research data. A great need exists for a clearinghouse of recreation research.

Most research funding is provided by the agencies themselves and not through funding sources like the Land and Water Conservation Fund. Park and recreation agencies are reluctant to conduct and fund research, and generally do not feel that it is part of their role to supply the manpower or funds for research. Some recreation research is done through research agencies and funding is often controlled and allocated through academic institutions.

Education

Educating people in constructive use of leisure time, environmental issues, proper use of parklands, and new skills is of great importance, particularly as American society moves from the “industrial era” work ethic to a modern leisure ethic.

Outdoor education programs such as Residential Outdoor Environmental Education Programs (ROEEP), which provide instruction on proper use and enjoyment of parklands, are needed where individuals are not exposed to natural areas. Outreach programs must be developed to recruit people to natural and scenic areas. Transportation is the main problem here.

Some agencies see the value in teaching new recreational skills, but are uncertain about the extent of their roles in providing vocational as opposed to the traditional recreational programs of the past.

Educational institutions have had the primary role in environmental education. This creates a twofold problem: 1) the nonschool-age public is excluded, and 2) facilities that could provide extensive outdoor recreation during the summer are normally closed for those 3 months.

The public should be informed, on a continuing basis, of program and facility availability. Too often people become apathetic because they do not know what is available to them in their leisure. Residents of certain communities seem to be more in tune to the availability of facilities due to their location on the socioeconomic ladder or to their lifestyle. For example, residents of the affluent areas often have more leisure time, while those residing in lower-income neighborhoods either lack the time to develop leisure interests or the dollars to get there and recreate.

ADMINISTRATIVE MECHANISMS FOR CHANGE

Several administrative options for reducing competition for resources and fragmentation of efforts are possible:

Creation of a Regional Park Agency

All of the jurisdictions surveyed indicated that the county park agencies are already performing this role; furthermore, they saw no need to add yet another layer to the already chaotic governmental structure.

Creation of Special-Purpose Park and Recreation Districts

In only one of the jurisdictions surveyed — Orange County — does the main recreation agency correspond to a special purpose park and recreation district. In addition, the following five districts are located in the case-study counties:

Coachella Valley Recreation and Park District (Riverside County)
Cypress Park and Recreation District (Orange County)
Desert Hot Springs Park and Recreation District (Riverside County)
Southeast Recreation and Park District (Los Angeles County)
Valley-Wide Recreation and Park District (Riverside County)

These districts are locally oriented and most are situated in unincorporated areas of the counties.

The creation of special park and recreation districts was perceived by local jurisdictional officials as having limited possibilities for improving coordination and enhancing visibility. In fact, they tended to see such districts as having a funding-base advantage only. This latter observation is borne out by the financial condition of the one such district surveyed; Orange County is the single jurisdiction which reported that it was currently experiencing no park funding problems (see the Financing section).

Changes in Funding Allocations at the Local Level

Rather than basing local funding allocations on supervisorial or councilmanic districts as has been generally done, local recreation funding could be based on needs; areas with the highest recreational needs would receive top priority in obtaining funds. Allocations based on **needs** depend, of course, on the development of workable needs-assessment procedures.

Changes in Planning

The recreational planning function might be given to the same agency responsible for implementing the plans. Also, the recreational and/or open-space planning that is done at the local level could be expanded so that each city does **comprehensive** recreational planning, including schools and nonprofit and commercial recreation providers as well as public recreation agencies. The role of recreation as a social service could be emphasized, and recreational planning incorporated into the framework of comprehensive social services planning.

Comprehensive interjurisdictional planning could also be provided. Presently, the Southern California Association of Governments (SCAG) is the logical place from which this planning can be directed.

Total Reorganization of Local Government

Perhaps the most radical option would be to eliminate local jurisdictions, and to create a manageable number of cities of manageable sizes. A regional recreation and park agency could be created to match this newly created structure, and funding allocations could be based on regionwide needs. This proposal is not likely to occur, of course, but may be the only solution to the severe problem of so many overlapping jurisdictions that now exists in the SCSA.

USER CONSIDERATIONS AND DESIRES

DISTRIBUTION OF PROGRAMS

Given the size and complexity of the Los Angeles/Long Beach/Anaheim SCSA, the multiplicity of political jurisdictions and special purpose districts, and the economic stimulation of private investment, it is not surprising to find hundreds of agencies, organizations, and enterprises involved in the delivery of leisure services. All recreation providers are confronted with the major problem of ascertaining user needs in order to achieve effective recreational programs. Coordination between agencies is hampered by the complex multi-jurisdictional government structure and the lack of formal mechanisms to evaluate the effectiveness of programs and user satisfaction. The end result is that substantial variations exist regarding the type, distribution, and quality of services and facilities.

Many recreation agencies indicated that program distribution is a direct reflection of community desires — and that most recreation centers throughout the case-study area, particularly in Riverside and Santa Ana, offer traditional programs that are of little interest to special groups. Programs for special groups (ethnic groups, senior citizens, etc.) are available only if the demand factor in neighborhoods is significant.

Agency representatives stated that the extent of user demand is influenced by several factors. Education can relate directly to the leisure experiences people desire. If users have never been exposed to a particular activity, they do not generate significant demands for programs related to that activity. Oftentimes for this reason, economically disadvantaged neighborhoods are seriously deficient in recreational experiences. The parks in these communities are usually understaffed, or staffed by inexperienced and unimaginative recreation leaders who are incapable of understanding or developing neighborhood interests. Consequently, organized and creative programming is lacking. Conversely, affluent and middle-class communities quite frequently retain more experienced and competent staff and therefore benefit from a greater number, and a wider range, of programs.

It was further noted that the presence of a distinctive, cohesive community identity can play a strong role in determining program distribution for that neighborhood relative to other neighborhoods. The tendency is for stable, organized neighborhoods to receive more programs. Culturally homogeneous, established, politically and socially aware, and vocal neighborhoods have a significant advantage over unorganized communities in that the former are capable of arousing communitywide interest and participation in achieving common goals. The economic standing of the community tends to have little influence in such situations. Generally, a community is more

apt to get responsive programming when it is capable of mobilizing community involvement and prepared to communicate needs, as was the case in Pacific Palisades and El Sereno, Los Angeles.

In contrast to the agency members' perspective representatives from several communities saw program distribution in a very different light. A few community residents expressed the viewpoint that program distribution is based more on political influence than community desires. It is their assertion that the acquisition of recreational programs is dependent upon the responsiveness of their politicians, and that recreation is usually perceived by elected officials as having a low priority in comparison to other public services such as crime prevention and health care.

AVAILABILITY OF SPECIAL PROGRAMS

The overall recreational opportunities available to the general populace were broadly discussed in the introduction to The Study section of this document. These general program opportunities, however, are not particularly sensitive to the special needs of handicapped persons, senior citizens, ethnic groups, and young people. Generally, these groups everywhere suffer from a deficiency of programs. In addition, many unique problems arise in relation to these special groups, which further restricts their recreational opportunities.

Activities for Handicapped Persons

Handicapped persons are greatly limited in the recreational experiences they may participate in. Although most recreation agencies have become aware of the needs of handicapped individuals, existing opportunities fall short of satisfying their needs. Access barriers to facilities are a primary obstacle to handicapped persons. Efforts by recreation agencies to alleviate this problem have primarily been directed toward the redesign of facilities. Wheelchair ramps have been constructed at most local parks administered by the Los Angeles County Department of Parks and Recreation. The Los Angeles County Department of Small Craft Harbors has taken over from the county recreation and parks department the responsibility for developing a handicapped users program that would provide access to the water line at Marina del Rey in Los Angeles.

Recreation agencies in the cities of Los Angeles and Santa Ana have made available a limited number of programs for handicapped persons, and the Riverside City Park and Recreation Department has a grant pending for the purpose of developing a comprehensive handicapped program. The Angeles National Forest provides one handicapped campsite, and a day-use site is to be dedicated soon. Additionally, barrier-free designs are being incorporated into all new development plans for the Angeles and San Bernardino National Forests.

Although facility redesign for handicapped persons has become a major priority in most recreation agencies, access alone is not an adequate solution. More comprehensive programs must be established to fulfill the needs of the physically disadvantaged.

Senior-Citizen Services

Generally, senior citizens have fared better than handicapped persons in relation to recreational opportunities, but available programs are still quite limited. Since recreation for the elderly is only a small portion of a total package of services (i.e., nutritional and health care), it is not unusual to find many different organizations partially providing for the recreational needs of senior citizens. Most programs are available through community service organizations, schools, park departments, senior centers, and church organizations. In southern California, large retirement communities have become quite popular and have played a significant role in addressing the needs of the elderly. Such notable communities as Leisure World and Rossmoor have been highly successful in attracting upper-middle-class residents, partly because of the wide range of recreational amenities they offer.

Many of the traditionally held concepts regarding senior citizens are beginning to break down. For senior citizens, the value of recreation has become increasingly important. Quite a large number of people are now retiring at an earlier age and are pursuing extremely active life-styles. Consequently, senior citizens are demanding more active programs — particularly in sports.

For a large segment of the nonwealthy, elderly population there is a great need for more recreational programs and facilities. These programs must be specially tailored for those with physical limitations and medical or dietary needs. Additionally, the cost to the elderly for leisure enjoyment must be kept at a minimum since most seniors exist on limited fixed incomes. Also, many seniors are unfortunate in that they must cope with a lack of mobility.

Programs for Ethnic Groups

Special programs for ethnic groups are generally limited and inadequate, because some recreation providers lack a cultural understanding of community needs. Perhaps what is needed is a broader definition of recreation and leisure time — particularly as they relate to cultural characteristics. So often, traditional programs that have been offered do not satisfy the needs of a specific ethnic group. Past attempts at providing specialized programs have not been highly successful, because, quite frequently, available recreational programs are beyond the economic reach of many low-income ethnic groups.

A group's cultural background greatly influences usership and consequently the demand for recreational activities. Users will invariably choose experiences that complement

their life-styles. Low-income ethnic communities tend to place a low priority on recreation per se because other social services are deemed more important. In areas where unemployment is high, a great deal of leisure time exists, but the demand for traditional recreational programs is augmented by a demand for health service, career guidance, vocational training, and job programs.

A few programs reflecting ethnic heritage are available in the SCSA. The Los Angeles city and county recreation and parks departments provide ethnic programs, such as Cinco de Mayo, Black History, and Festival of Friendship, in the communities that demand them. The Santa Ana Recreation and Parks Department has recently made available a limited number of ethnic programs. The Riverside City Park and Recreation Department has been exceptionally deficient in the delivery of cultural programs. A weak relationship with ethnic communities was cited by both users and providers as the primary reason.

Youth Activities

Communities throughout the case-study area identified a serious lack of teen-oriented programs. Here again, a major reason cited for the deficiency is the inability of recreation agencies to discern what is appropriate and desirable. Furthermore, communication between youth groups and agencies is weak. Most teenagers are not organized to effectively deal with a bureaucratic structure and are therefore limited in their ability to voice their needs. Teens are also easily frustrated and discouraged by red tape.

Difficulty in maintaining an active interest and participation in traditional recreational programs at this age is a tremendous problem. Teens often demand new, faddish experiences which recreation departments are unable to provide because of cost and liability factors. Private concessionaires may step in to provide innovative facilities such as skateboard parks, but only at a high cost to users. Cost then becomes a deterrent to use for the economically disadvantaged.

Schools are the major providers of teen-oriented programs. The Los Angeles, Riverside, and Santa Ana Unified School Districts offer a wide array of competitive sport activities, gymnastics, physical-fitness programs, and social club functions at the junior and senior high school level. The main thrust of activity usually lies with competitive sports and many levels of participation are available.

Cultural Arts

Arts and crafts and performing arts are highly desired and recognized leisure activities. Although music, drama, dance, and other forms of performing arts are available throughout the SCSA, the distribution of these programs is uneven because of prohibitive costs and the limited number of cultural facilities in some areas. Offices of community services (in conjunction with community college districts), unified school districts, and the private sector are principal providers of cultural and fine arts programs.

The Los Angeles Community College District is severely limited in their ability to make performing arts programs available because of an acute shortage of facilities. Community services compete for use of space with regular instructional programming, which usually has first priority on the use of college facilities. Funding for community services is restricted because the need for leisure-time services has not been widely recognized by the college district. The Los Angeles Community College board of trustees allows the community services program the use of only 2 cents of the maximum local permissive tax of 5 cents per \$100 assessed valuation.

In Orange County, the Rancho Santiago Community College District has been highly successful in its presentation of cultural and performing arts programs. At the Santa Ana College and off-campus locations, a 5 cent permissive tax supports cultural programs, an artists/lecture series, mini-courses, social and recreational activities, public relations and information, and a host of supporting activities. The availability is relatively good.

In Riverside County, the single Riverside Community College strongly emphasizes cultural programs such as the summer theater program.

Recreation agencies, with the possible exception of the Los Angeles City Recreation and Parks Department, provide few cultural and performing arts programs. However, these agencies have identified the need for more cultural arts programs and are exploring ways to expand such opportunities.

Environmental Education

Environmental education programs tend to increase in direct proportion to the available natural land base administered by a jurisdiction at the federal level. Large land-managing agencies have placed a high priority on presenting interpretive and environmental programs to inform users of the significance that natural resources have for recreational and educational growth. The programs in the national forests best exemplify developing efforts in this field. Interpretive programs are being formulated to respond to the environmental education needs of the surrounding urban areas. Similarly, the programs of the California Department of Parks and Recreation are resource-oriented and emphasize environmental education.

In the urbanized areas, schools and colleges are at the forefront in providing environmental education programs. Regional parks may offer a limited amount of environmental education in the form of interpretive and public information programs. At the city park level, environmental education is virtually nonexistent. Without a doubt, there is a much greater need for the local levels of government to create and expand environmental education programs, and this responsibility should be shared with federal and state agencies.

PROGRAM DIVERSITY

Program diversity is a function of demand, and the variety and extent of recreational programs depends in large part on the degree of neighborhood involvement in program planning. Users must become aware of their ability and responsibility to voice needs and desires, and recreation providers must be sensitive to expressed user demands.

Due to financial limitations, recreation providers are severely limited in the extent to which program diversity can be achieved beyond the traditional "bread and butter" programs. The Los Angeles County Department of Beaches has offered a junior lifeguard program and a "Surf Festival"; the Los Angeles County Department of Recreation and Parks has offered some highly successful programs such as "Shakespeare in the Park," a mobile program, and "Get High on Life," which attempts to divert youngsters from drug usage. All of these programs have been curtailed due to funding deficiencies. Many agencies have identified the need for high-cost activities such as camping and ocean fishing, but chances of securing such programs are minimal unless federal, state, or other money is provided to subsidize these activities.

Safety and liability factors are major obstacles to providing such high-risk recreational opportunities as model rocketry, motorcycling, hang-gliding, and skateboarding. Many agencies are hesitant to become involved in providing such unusual and hazardous activities because of the possibility of liability suits. For instance, skateboard enthusiasts have discovered that flood-control channels and conduits are excellent facilities for their purposes, but flood-control districts are reluctant to sanction use of their facilities, and in some cases have taken steps to restrict such activities. This reluctance is shared by recreation departments because of safety problems. Recreation agencies look to the manufacturers of potentially dangerous recreation equipment to assume a greater responsibility in educating users about the proper handling of equipment.

DETERRENTS TO RECREATIONAL USE AND ENJOYMENT

In the jurisdictions studied in the SCSA, several factors were identified as deterrents to full enjoyment of recreational opportunities. In this subsection, specific factors which lead to user dissatisfaction will be briefly discussed.

A Lack of Facilities and Programs Deters Use.

Users throughout the SCSA voiced this complaint. In only one neighborhood, a wealthy and politically powerful community of Los Angeles, were facilities observed to be in good supply. In this same area an extensive array of programs, both traditional and innovative, are available to users. In other neighborhoods some desired facilities and programs are not available, and in a few neighborhoods no facilities or programs exist.

Recreational Opportunities are Unevenly Distributed.

Geographic features can influence the location of recreational opportunities. Some recreational opportunities cannot be provided in some communities. A wilderness experience is not possible within walking distance of Los Angeles city hall. A wilderness experience is possible within walking distance of most homes in Porter Ranch, however.

Program opportunities vary throughout the region. Recreation agency administrators attempt to match recreational programs with demand. One result of this attempt is that some areas have certain programs but lack others.

The Los Angeles City Recreation and Parks Department is currently in the process of developing a “gap analysis” approach to the location and availability of recreation centers, swimming pools, and community centers. This approach is likely to be extended to include senior-citizens centers, sports fields, and other facilities. This system will be used to identify high-need areas and to prepare capital programs accordingly.

Many Users Must Travel Long Distances to Enjoy Available Opportunities.

As indicated elsewhere in this section, the SCSA is blessed with the geography and climate to allow an almost inexhaustible array of recreational opportunities. However, many of these opportunities are located miles from a large portion of the potential users — the deserts, the mountains, the beaches, to name a few. The community of Wilmington, for example, is well situated for ocean and beach activities, but is at least 50 miles from the nearest mountain opportunity in the Angeles National Forest, and perhaps 80 miles from the Mojave Desert.

The SCSA is Lacking in Transportation to Recreational Facilities and Attractions.

As mobile as residents of SCSA are, there are many potential users who are prevented from full enjoyment of recreational opportunities because of transportation problems. This is an enormous deterrent, which will be discussed in greater depth in a later subsection.

Lack of Access Adversely Affects Use at Some Recreational Facilities.

The use of some recreational facilities is hindered by traffic congestion and parking difficulties. These problems are especially acute in beach areas of the SCSA. The Los Angeles community of Venice, for example, was originally designed for pedestrian access from trolleys originating in downtown Los Angeles. The advent of the automobile has created massive traffic congestion and severe parking problems on the narrow streets near the beach. Similarly, use of large portions of the coastline near Malibu is limited by a lack of parking. Pedestrian access to Donners Park in Riverside is made difficult and unsafe by the location of a major arterial street adjacent to the park.

Overcrowded Facilities Discourage Use.

A deficiency in park facilities causes overcrowding of those facilities which do exist, and leads some potential users to become discouraged or to be forced off. This occurs at most facilities at certain times. At Logan Park in Santa Ana, the one-half basketball court available must serve all age groups, and older players tend to preempt younger ones. Competition by teams for playing field space at El Sereno Park in Los Angeles during baseball season effectively excludes any other potential users. Many potential users of Bonelli Regional Park in Los Angeles County are kept away by overcrowded conditions at picnic areas on summer weekends.

Cost Prevents Some Potential Users from Enjoyment of Recreational Activities.

For many people, some types of recreational opportunities are beyond their financial capability. A child in the Casa Blanca barrio of Riverside cannot realistically hope to acquire the equipment necessary for skiing, let alone pay \$10.00 per day for a lift ticket. Similarly, and more typically, if participation in a sports program costs the parents of a participant \$12 for uniforms and fees, then a family of three participants can be hard-pressed to come up with the \$36 needed to allow the three to participate.

Many People are Unaware of the Range of Recreational Opportunities.

This accounts for a general lack of participation in recreational programs at various facilities, and is a key reason for the underrepresentation of some segments of the population in many recreational activities. Very few residents of Los Angeles are fully aware of the opportunities available in the Santa Monica Mountains, but this is especially true for those residents of disadvantaged areas where lack of information is chronic.

Every recreation department studied in the SCSA has a public information function which both administrators and users agree is inadequate. There is so much happening in the SCSA, and so much information for a user to sort out, that publicity for many programs gets buried. Recreation departments have made it a priority to "get the word out," but most lack the staff or money to do the job right. Outreach programs, and education for leisure in schools and community centers, can help create an awareness of the opportunities available.

Many Users are Deterred from Participation Because They are Unaware of or Unable to Take Advantage of Opportunities.

The county of Los Angeles organized a program to expose disadvantaged school children to open-space resources on Santa Catalina Island. Most of the children had no frame of reference in which to enjoy the experience and consequently were bored and disappointed. This highlights a problem: the lack of knowledge and skills needed to enjoy some experiences. Most recreation agencies in the SCSA recognize the need to provide some users with the tools to enjoy activities with which they are unfamiliar.

School districts and recreation agencies, including the U.S. Forest Service, have begun to institute programs designed to provide these leisure tools. Private agencies such as the YMCA have done much in this area too. A positive corollary of this education for use of recreational opportunities is the instruction given in their **proper** use. This is particularly important in order to maintain the quality of natural outdoor experiences.

Vandalism Deters Some Users from Using Parks and Severely Impacts Recreation Agency Budgets.

Vandalism is an increasingly serious problem in parks in the SCSA. The impact of vandalism on the budgets of park and recreation agencies is tremendous. One agency reported that nearly 40 percent of its maintenance budget is used to treat the effects of vandalism. The effects of vandalism are everywhere in evidence in the SCSA. Graffiti covers every square foot of wall space at several parks. Bottles and cans litter basketball courts and playing fields at many parks. In the most dramatic example of vandalism reported in the SCSA, a restroom in the Angeles National Forest was attacked and destroyed by a vandal wielding a bazooka.

As the effects of vandalism result in a decrease in the overall quality of park facilities, some users, primarily middle-class whites, tend to avoid the affected facilities. Like so many other self-compounding problems, vandalism encourages more vandalism. Unless a park agency deals quickly and effectively with the signs of vandalism, users of a park feel that "their" park and "their" needs are being ignored by the jurisdiction.

Crime, Both Real and Imagined, is a Major Deterrent to Park Use.

As mentioned elsewhere in this chapter, the need for security is basic to the human species. Unfortunately, parks have become bastions of crime, and very few parks in the SCSA are secure after dark. This deters users of every kind, especially senior citizens, but no group is immune to the danger. In Riverside recently, a park director was severely beaten while trying to disband a group of loiterers who were inhibiting local users.

The danger from crime in parks may be real, or it may be imagined, but in each case potential use of parks is greatly limited by the problem. Some users reported that their parks were no longer dangerous, but that the "reputation" of former times still kept other users away.

More intensive, better supervised activities in parks, particularly at night, would go far in discouraging crime. Greater police attention would also help, provided the attention was not in the nature of harrassment. Lighting of facilities is a crime preventative, but financial deficiencies in capital budgets have slowed progress toward night lighting. Community outrage at criminal activities and lawful forms

of “people’s law enforcement” would certainly discourage criminal use and encourage overall use.

Some Areas are Recognized as “Turf” and Effectively Closed to Outsiders.

Related to the general problem of crime is the problem of “turf.” When a park or an area within a park comes to be recognized as one group’s “turf,” that area or park is effectively closed to anyone but members of the group. Parks are highly susceptible to designation as turf, and are difficult to police.

Gangs often take over parks and attack or harass anyone remotely connected to a rival gang. Gang wars are no longer the amateur affairs of two decades ago. Lethal weapons are commonplace and deaths are a regular occurrence. One park in Los Angeles County is situated on the unmarked border between two rival gangs, and the park is a “no man’s land” both day and night. The magnitude of the problem of gang abuse of parks is very great in many neighborhoods throughout the SCSA.

In addition to gangs, other groups take over some areas to the detriment of overall use. Parks, especially in the older downtown areas of cities in the SCSA, are favored by alcoholics and indigents who by their very presence deter use of the parks.

Another aspect of the problem of “turf” is the phenomenon of voluntary segregation. Within some regional-scale parks such as Prado Dam, Whittier Narrows, Bonelli, and Griffith, some groups have staked out areas in which other people feel uncomfortable and from which others tend to stay away. This type of segregation is almost entirely motivated by cultural preference, but it can deter use by a variety of potential users.

The problem of “turf” is difficult to combat. More effective policing is one solution. More effective programs which provide alternatives to gang membership have proven successful, but require extensive staffing and are therefore costly. Voluntary segregation and its deterrent effect on overall use is rooted deep in cultural preference and is consequently difficult to address.

Poorly Designed and Supervised Programs Discourage Many Potential Users.

Many potential participants are turned off by the way many programs are run. Sports programs at many parks are exclusionary. At several parks in the SCSA, recreation staff engaged in the recruitment of athletically gifted young people and designed sports programs for these gifted players. Less exceptional people were discouraged from participating. This is not a problem everywhere, and enlightened recreation directors are working to counteract the effects of an overemphasis on competition where it occurs.

Many People Feel that Park and Recreation Agencies are Unresponsive to Their Needs.

Park and recreation agencies generally lack even the most basic knowledge of user desires and needs. It is not surprising that users often feel that agencies are

unresponsive to their needs. In a few instances observed in the SCSA, agencies designed facilities that specifically contradicted the wishes of users as expressed in public meetings.

Unimaginative and Unenergetic Staff Discourage Park Use.

The success of a recreational program at a park is greatly dependent on the quality of the staff. The energy and resourcefulness of a park director can make or break the programs available to users of the park.

Park and recreation agencies resemble school districts in that the parks with the greatest problems of user apathy, crime, and vandalism are usually assigned the least experienced staff. If the new staff member makes inroads into the park's problems or otherwise proves successful, she or he is promoted to another position at another park. None of the recreation agencies studied in the SCSA provided incentives, economic or otherwise, for creative and energetic personnel to remain at the problem parks, and this serves to ensure that these parks will remain problem parks.

LACK OF MOBILITY AS A PROBLEM

Contrary to the popular view, there is **not** a car in every garage in the SCSA, and there are segments of the population who cannot drive (the handicapped, the young), who no longer drive (the elderly), or who cannot afford to drive (the poor). For these potential users, the spectrum of recreational opportunities available is largely dependent on public transportation. In the SCSA, however, public transportation in general, and to recreational areas in particular, is grossly deficient.

The young are active, high-demand recreational participants who have a maximum amount of leisure time available to them. Senior citizens, too, have a maximum amount of leisure time which could be spent in recreational pursuits. Clearly, increased access to recreational attractions through the provision of public transportation would increase the enjoyment of the young and the old in activities dependent on transportation.

Lack of mobility is a major problem for the handicapped, and public transportation is only a limited possibility for these people. Special programs are needed to transport handicapped persons to the sites of recreational opportunities and to assist them in the enjoyment of the opportunities on the sites.

The problem of lack of transportation promises to become even more acute as fossil-fuel reserves begin to dry up. In a region so reliant on the automobile and so lacking in alternatives, a fuel shortage may be the ultimate deterrent to full enjoyment of recreation opportunity.

USER DESIRES

This account, although based on community input, serves only to highlight the predominant wishes of a segment of the Los Angeles/Long Beach/Anaheim SCSA populace, which numbers some 10 million people. The limited time frame of the study did not allow an in-depth community analysis of expressed desires, or cross-reference contact. Neighborhood studies were based principally on visual surveillance and on information obtained from obviously aware spokespersons who shared their community knowledge. In some instances, it was difficult to determine the degree that the needs and desires expressed by individuals contacted for interviews reflected the community's collective desires rather than the personal and singular desires of those individuals. Where further inquiry failed to resolve such doubts, the input was generally omitted.

Desired Experiences

Recreational program deficiencies were identified by all community spokespersons in the three case-study cities of the SCSA. Many participants reaffirmed needs for traditional urban "park and rec" opportunities. Competitive and noncompetitive sports and games remain popular throughout the SCSA, especially in communities where an abundance of energetic school-age youth reside (Chatsworth/Porter Ranch, El Sereno, Wilmington, Watts, Pacific Palisades, and Westlake in Los Angeles; La Sierra, Casa Blanca, and Nichols Park in Riverside; and West, Southwest, and Logan Park/Civic Center communities in Santa Ana). Active pursuits are also popular in areas where there is a predominance of young adults and/or residents of black or Latin cultural background. The demand for competitive sports is high in low-income areas (Watts, Wilmington, Westlake, Casa Blanca, Nichols Park, and Logan Park, among others). It was suggested that the shortage of recreational opportunities, the abundance of time and energy of so many unemployed people, and the beckoning rewards of professional athletics heighten the motivations and demands for the "bread and butter" team sports (baseball, basketball, and football). Keen interests were articulated throughout most neighborhoods for other "new" (and revived) active sports: tennis, handball, racquetball, and especially soccer.

Scope of Opportunities. Although many participants generally believed that a small percentage of potential users benefit from the customarily narrow offerings of public recreation agencies, the same critics acknowledged that competitive sports, mostly designed for athletically inclined youth, and other types of traditional programs do have some appeal and should be retained. But it was often suggested that the scope of opportunities should be broadened in public parks to reflect the scope of recreation interests in their communities. Venice, Pacific Palisades, Chatsworth, Westlake, Wilmington, Wilshire, and Reseda in Los Angeles, La Sierra and Nichols Park in Riverside, and the West and Civic Center areas in Santa Ana are among the communities where needs were expressed for expanded possibilities.

Among the less common, though “traditional” park pursuits suggested for expansion was bicycling — particularly by representatives from neighborhoods with residents who have sufficient economic means to allow bicycle ownership, and where theft is not a major concern. Participants from areas where there is potentially developable space also requested additional bicycling opportunities. Venice, which stretches along the beach, and communities in the San Fernando Valley of northern Los Angeles typify such areas. Bicycling is also quite popular among kids in Watts. Walking or strolling in parks, where security is not a problem and incompatible uses are not present, appealed to seniors everywhere. Some participants pointed out that in the SCSA, an area dominated by the automobile, bicycling and walking are not pleasant experiences when pursued outside specifically designed recreational areas.

Representatives from all socioeconomic and age groups showed strong interest in so-called passive pursuits. Arts and crafts (in its broadest sense) was an example mentioned in nearly every interview. Seniors expressed desires to develop or improve hobbies. In high-unemployment communities some participants suggested that skills and techniques development might be combined with vocational training and that perhaps such a low-pressure situation would engender educational motivations.

Many spokespersons who elaborated on the interests of ethnic populations desired to keep alive traditions of artifact reproduction; this is a notable interest of persons with Mexican-American background, who normally reside in communities where there is little recreational satisfaction (e.g., Logan Park in Santa Ana, and Wilmington and Westlake in Los Angeles). Mural painting is widely respected in the Los Angeles area and a source of special cultural pride among various ethnic groups, particularly Mexican-Americans. Wilmington and Westlake representatives noted with special emphasis “their” murals, and it was often stressed that graffiti “artists” leave murals untouched.

Picnicking is a popular desire among family-oriented and senior-status persons from all communities. Field trips (to recreational and cultural sites) and passive games of chance and/or skill (lawn bowling, chess, checkers, bingo, etc.) are widely desired possibilities — again, especially by seniors.

Nontraditional Recreation. Demands emerged in most communities for nontraditional public recreational opportunities. Participants from Chatsworth (Los Angeles) and Nichols Park (Riverside) promoted unstructured play on supervised playgrounds. Programs for environmental education received honorable mention in many conversations throughout the SCSA. Physical-fitness programs were frequently identified as needs by adults and seniors. Equestrian activities were desired in areas adjacent to accessible open space, such as the upper socioeconomic communities in Brentwood, Pacific Palisades, Chatsworth in Los Angeles, and La Sierra in Riverside. Requests for fine and performing arts activities cut across socioeconomic lines, but were especially desired in Pacific

Palisades, Venice, and Westlake (all in Los Angeles). The evolving male and female roles were sometimes mentioned as a basis for reevaluating traditional recreational program appeal. Desires for urban (and rural) camping, particularly for young people — male and female — stood out among the commonly heard requests for hiking and outdoor skills development.

Water-Related Activities. Desires for freshwater- and saltwater-related opportunities often dominated conversations. The desires for swimming (a consistent four-star selection), fishing, and/or all modes of boating were repeatedly stated. A representative from Venice spoke about the double function of recreation and subsistence when some go fishing. Some persons expressed a need to commune with nature at waterfront edges; others desired to see more ecological awareness programs develop around water resources. Some simply wished to have sufficient opportunities for passive shoreline pursuits, such as sun-worshipping or socializing. Increased development and use of the potential recreational areas around the harbor (Wilmington), and low-cost public use of marinas (Venice) were suggested.

Commercial Recreation. A need for small-scale commercial recreation was indicated by representatives from economically depressed, poverty-classified (and sometimes stigmatized) communities. Respondents in Watts suggested that small operations in that area promise potentially viable market interests, but have been overlooked by urban and community planners, zoning boards, and developers. Commercial operators can provide opportunities to see movies in neighborhoods, socialize at a discotheque or ice cream parlor, or go boating/fishing on an off-shore (low-cost) group charter excursion.

Desired Facilities

Facilities in the three case-study cities in the Los Angeles/Long Beach/Anaheim SCSA are in short supply, heavily used, often overcrowded, and sometimes minimally maintained. The preferable size of parks and playgrounds was consistently defined by community representatives as small. High densities and scarce open-space resources sometimes determine the size preference. Echo Park/Westlake and Little Tokyo in Los Angeles were noted examples of this situation. Other participants mentioned that motivations for small public spaces were apparently related to social needs for community focal points, psychological inclinations to retain public space within a human scale, and parental desires to have easy visual access to their playing children. Desires for mini-parks, tot-lots, and pockets parks were mentioned in several neighborhoods (e.g., Westlake, Venice, Wilmington, and Watts).

Active Outdoor Recreation Sites. Sites for participation sports, with field lights for extended use, were frequently placed in the high-demand/low-supply category. Soccer fields were the most popularly requested field-sport facilities throughout communities in the three case-study cities, and were certainly the overall favorite

in recreation-starved Latin-American neighborhoods where open space is usually at a premium. Other large sport fields desired were baseball and softball diamonds. "Parcours" facilities (for physical fitness) drew attention and support from nearly all middle-aged representatives. Small courts and facilities, such as tennis and handball courts, and lawn-bowling facilities (this last was particularly appealing to seniors) rated high, and complemented strong desires for the associated activities. Desires for public swimming pools were universal — even a choice among seniors (if senior swimming opportunities were separated from running-jumping-diving-horseplaying youngsters).

Specialized facility desires were accentuated: 1) urban trails perhaps tying together beaches, natural areas, or communities, developed and separated for walking, hiking, jogging, bicycling, horseback riding, or other means of recreational transport; 2) camping sites, some developed within urbanized areas and designed to encourage nuclear and extended family use, or for organized groups; and 3) separated activity sites within recreation areas for incompatible pursuits such as skateboarding. Increased development of recreation facilities at natural resource sites within the megalopolis was often strongly encouraged. Many of the affluent and middle-class participants expressed a critical need for the expansion of marina facilities. Inland water-sport facilities and "nature" parks were desired. Many respondents mentioned the potential of the ocean shoreline in offering opportunities for enjoyment of natural areas in an urban setting; several accentuated a long overdue need for improved and increased public access to oceanfront property. Residents of Venice are commonly aware of limited beach access, partially owing to poor urban design. Preservation of natural open space on the periphery of existing urban sprawl is a priority in the minds of many southern Californians from all socioeconomic levels.

Multi-purpose Centers. The concept of a multi-purpose community center, a place conveniently located for providing a variety of social services, received top regard and was vigorously encouraged by several advocates. Representatives in Venice, for example, suggested converting an abandoned supermarket/shopping area into a community service center. This type of conversion is already being planned by the Los Angeles City Recreation and Parks Department. Envisioned by others were multi-service/recreational structures including: 1) a gymnasium (one of the most popular choices among teenagers and young adults); 2) an auditorium; 3) various specialty rooms (for sewing, games, dances, tiny-tot activities, or citizen meetings); 4) a communal kitchen for traditional/cultural, or community potluck, events like Cinco de Mayo or Fourth of July); and possibly 5) portable partitions and equipment.

Indoor and outdoor space, suitable for cultural programs and functionally designed or redesigned for theater, dance, and/or music was a wish reiterated by a surprisingly wide variety of community participants in Little Tokyo, Pacific Palisades, Nichols Park, Venice, Wilmington, and Westlake. Many deemed the creative arts within the scope of public recreation.

Preferred Locations

Overwhelmingly, space and facilities are desired close to home, located within the neighborhood — preferably within walking distance (ideally, visual range) of one's residence. An increase in public open space located within the community and adequately developed for both active and passive pursuits, was repeatedly requested in interviews. A general desire to save the scarce open space that does remain typified the attitudes of a strong majority of community spokespersons.

Regional parks and recreation sites were commonly acknowledged as places partially satisfying weekend needs. Large and relatively remote parks were not generally selected as priority locations for convenient daily or weekly recreation. When "regional" locations were identified as places within, or close to, urban settlement, popularity increased substantially. Many residents of the low socioeconomic neighborhoods have never heard of the recreation areas outside their immediate neighborhoods. Many articulated a need for more urban regional parks to alleviate the impact on existing county or regional parks, which are normally overcrowded on weekends and cause too much urban cross-traffic. Statewide and national parks remain in very good favor, but generally only the middle and upper economic groups are able to visit such places. Additionally, visitation occurs infrequently for the few who do travel. Such far-away places are considered secondary choices. The close-to-home public open space, park, recreation area, playground, or facility is clearly the dominant locational choice.

Expressed Needs of Special Groups

Further assessment of user demands as revealed in the interviews expands the context of needs. Tiny tots obviously have different recreation needs than other members of society. **Day-care facilities were widely requested — many times in conjunction with multi-use facilities.** Places where little ones have the opportunity to share their energies, joys, and spontaneous pursuits, and where they are able to grow together among peers, are in short supply. Parents, and many others who recognize the socio-economic and sociopsychological benefits that accrue from day-care facilities quite often vocalized their requests.

Teenagers are not easy to understand or plan for; the years are full of doubt, change, energy, and contradiction. Partly for the reasons suggested, **many spokespersons (including teenaged informants) identified needs for teen centers** — multi-purpose facilities where young adults might develop with a minimal dependence upon costly commercial or illicit operations. **A teen arts and crafts center was suggested** (by a participant in Reseda) — **a place where pride in skills development could be displayed.** Gang activity, it was often suggested, develops out of unfulfilled social needs or out of the absence of constructive vocational/recreational opportunities.

Many school-age youths, some pointed out, do not want to spend leisure hours at their schools, or with many of their classmates. A parallel that a participant in Wilmington provided is a worker recreating at the place of work with co-workers

after work hours or on non-work days. **Facilities away from school were identified as desirable for school-age leisure seekers.** Parents particularly noted needs for alternate places to recreate for their children.

Seniors — a wide-ranging, vaguely generalized about, and (until very recently) largely ignored group — are beginning to bring their requests to the front. Senior representatives participated in nearly every community session during the field work for this study. **Transportation is of utmost concern to older urban citizens.** Some are without economic means, ability, legal rights, or courage to operate private autos. In the Los Angeles/Long Beach/Anaheim SCSA, as in many other urbanized areas, no auto often equals no fun, no variety, and no recreation — in spite of abundant time for leisure.

Some urban areas, especially in older civic centers, have a preponderance of seniors. In such areas inexpensive recreation is rare. Older people usually have a wide variety of interests, a lot of time, and little cash. Their demands are simple: 1) **adequate transportation** to do or see subjects of interest, and 2) **adequate facilities to gather together.** They desire **separation of facilities** for many of their activities away from energetic and reckless youth. They also would prefer that their **programs be directed or coordinated by those close to their own age**, persons who understand their problems and outlook. It is noteworthy to mention that a growing number of **senior citizens are taking an interest in community garden projects** — when made available close to home.

Not every special recreation group or interest participated in the interviews. It is unfortunate that the particular desires of the handicapped were not thoroughly expressed. Mention was made by many participants that handicapped people are seldom seen in parks or playground areas. It was suggested by one knowledgeable participant that adequately trained staff is lacking.

Summary

Individual recreational desires in the Los Angeles metropolitan area, as diverse as the people residing there, are seldom fully satisfied. The abundance of potential recreational opportunities in this large, sprawling, and densely populated area, coupled with the obvious variety of life-styles, can be frustrating when an individual cannot take advantage of such opportunities. Without local public services, it takes money to get around in the Los Angeles/Long Beach/Anaheim SCSA. Inflation, high gasoline costs, and high unemployment have narrowed the range of opportunity for many in the area — and as density increases, public services and open space are becoming even less adequate. Recreation services are often the first item cut in local budgets, and people are beginning to see and feel it. Isolation may become commonplace if community development does not receive adequate assessment and attention before severe energy shortages escalate urban dissatisfaction and frustration.

AGENCY PERSPECTIVES ON THE ADEQUACY OF EXISTING PARK AND RECREATIONAL OPPORTUNITIES

COUNTY REGIONAL PARKS

Los Angeles County Regional Parks

Los Angeles County assumes the responsibility for administering all regional recreation areas on a countywide basis.

The *County Park Needs Study* dated February 1974, prepared by the Los Angeles County Department of Parks and Recreation has identified park needs based upon a demand for 6 acres of regional park per 1,000 people, and one golf course per 90,000 people. The following charts illustrate the 1973 deficiencies based upon this measure.

**TABLE 8: REGIONAL RECREATIONAL AREA DEFICIENCY – 1973
LOS ANGELES COUNTY**

Regional Park Facility ^a	Number	Total Existing Acreage ^b			Total Acreage Required ^c	Deficiency of Developed Regional Park (Acres) ^d
		Developed	Undeveloped	Total ^f		
County	45	15,651	5,711	21,362		
Other	20	11,131	672	11,498	42,576	15,794
Total^e	63	26,782	6,383	32,800		

a — includes regional parks, nature preserves, and certain types of special facilities

b — acreage of regional parks excludes acreage of adjacent golf courses

c — based on the standard of 6 acres of regional park area for each 1,000 of the population

d — obtained by subtracting total existing developed acreage from total acreage required

e — sum of columns

f — sum of the rows

**TABLE 9: GOLF COURSE DEFICIENCY — 1973
LOS ANGELES COUNTY**

Regional Golf Course Facilities ^a	Number		Total Required	Current Deficiencies of Developed 18-Hole Courses Countywide
	Existing	Planned		
County	15	2	By County Standard ^c — 78	3
Other ^b	60	unknown	By National Standard ^d — 236	161
Total	75	unknown		

a — two 9-hole courses were assumed to equal one 18-hole course

b — public and semi-private courses open to public

c — county standards for golf courses: one standard 18-hole course for each 90,000 persons

d — national standard for golf courses: one standard 18-hole course for each 25,000 persons

In preparing this material the following assumptions were made by the county:

Figures do not include beaches, national forest land, or botanical gardens, as these facilities are not provided by the Department of Parks and Recreation.

All regional recreation areas are designed to serve the entire population of Los Angeles County, or significant portions thereof, irrespective of political boundaries.

Hasty analysis of data of this type can lead to erroneous conclusions. In the brief time period since the above figures were compiled by the county, significant acquisitions have been made. County holdings, including the agreement on 41,000 acres on Santa Catalina Island, now total at least 54,000 acres of regional parklands, and other regional parklands in the county total at least 12,000 acres. Using these figures and applying the above stated county criteria of 6 acres of regional parkland per 1,000 people, and using the most recent population projection for 1980, 7,176,900 (SCAG-76 *Growth Forecast Policy*), a revised chart can be constructed as follows:

**TABLE 10: REVISED REGIONAL PARKLAND FORECAST
LOS ANGELES COUNTY**

Regional Park Facility	Total Existing Acreage	Total Required	Total Surplus
County	49,000		
Other (local)	12,000		
Total	61,000	43,062	17,938

It should be noted that the county criteria of 6 acres per 1,000 people for regional parks is far below the SCAG recommendation of 2.5 acres of developed land and 25 acres of undeveloped land per 1,000. If this standard is used, 197,365 acres of parkland would be required in 1980, generating a deficiency of more than 136,000 acres. Recent acquisitions of more than 30,000 acres in the Santa Monica Mountains have brought state park holdings in the county to about 33,000 acres, which, with the beaches and the recreation areas identified by the U.S. Forest Service (totaling about 42,000 acres), will contribute significantly to the supply of lands for urban regional recreation. These 75,000 acres, if applied to the above acreage deficit, would reduce the unfulfilled total to 61,000 acres. To put it another way, the above total acreage would supply a possibly acceptable ratio of 18.9 acres of parkland per 1,000 people.

The above discussion of regional recreation lands serves the mechanical aspects of adequacy determination. However, the factors of location and land quality are at least as important. The added lands quantified above are not close to the densest population areas, and they are not on the most desirable or readily developable land for the purposes of intensive recreation.

Orange County Regional Parks

As with other counties in the study area, Orange County early in the 1960s recognized the need to provide rapidly urbanizing areas with regional park facilities. From only about 600 acres in 1963, the county regional park inventory has now grown to over 8,000 acres.

The county used a standard of 6 acres of regional parks per 1,000 population in its earlier calculations of land needs, but the open-space element of its general plan prepared in 1973 indicated that this was not adequate, and quoted a BOR standard of 20 acres per 1,000. So far as is known, neither standard has been adopted.

**TABLE 11: SUMMARY OF EXISTING REGIONAL PARKS
ORANGE COUNTY**

Designated County Regional Parks (10)	7,953 acres
Other County Parks over 50 acres	2,213 acres
Total	10,166 acres

**TABLE 12: POPULATION PROJECTIONS FROM SCAG-76
GROWTH FORECAST POLICY
ORANGE COUNTY**

<u>Year</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
Population	1,962,000	2,369,000	2,656,000
Park Demand 6 acres/ Thousand	11,772	14,214	15,936
Demand 27.5 acres/ Thousand	53,955	65,147	73,040

**TABLE 13: INDICATED ACREAGE DEFICIENCIES
ORANGE COUNTY**

	<u>1980</u>	<u>1990</u>	<u>2000</u>
6 acres/1,000	1,606	4,048	5,770
27.5 acres/1,000	43,789	54,981	62,874

The Master Plan of Regional Parks, Amendment No. 3, has projected proposed areas to be added to the system by 1990, which will bring the total to 15,967 acres. As can be seen from the above figures, this would be adequate to provide the design amount of 6 acres per 1,000 people.

As with other counties in this study area, one must consider the significant contribution of state parklands to the satisfaction of regional park demand. Existing state acreages, primarily in beaches, add 335 acres. There is also a proposed state park which will add an additional 1,364 acres. The Forest Service lands in the vicinity show about 3,000 acres of designated recreation lands, and nearly 49,000 acres of undeveloped lands open for public use.

Adding all of these together and considering them all available for regional recreation would produce a supply of a little over 25 acres per 1,000 of the year-2000 population.

In summary, if SCAG criteria of 27.5 acres per 1,000 is used, Orange County will be somewhat short of regional parkland by the year 2000, even if all proposed expansion is completed. However, if Forest Service capability is considered, the county, providing 6 acres per 1,000, will be marginally adequate if all proposed expansion is completed.

Riverside County Regional Parks

Riverside County has utilized the SCAG-developed method of measuring acquisition and development needs for regional parks. This procedure sets a goal of 1 developed acre per 1,000 people and 25 acres of natural park acreage per 1,000. This standard was put forth in the county’s 1972 finance program, and has been followed since. Analysis of its 1975 capital improvement program shows an increase in existing total acres between 1972 and 1975 from 6,270 to 18,804. Proposed acquisitions will bring the total acreage to 34,377 by 1980. Currently the county has acquired approximately 25,000 acres of parkland.

The following tables show 1975 and 1980 projected conditions:

**TABLE 14: EXISTING PARK ACREAGE ADEQUACY – SUMMER 1975
RIVERSIDE COUNTY**

Northwest Region

Developed Acres	105	Natural Acres	7,519	Total	7,624
Demand Projected	285	Demand Projected	7,125 *	Total	7,400
Deficiency	-180	Surplus	394	Surplus	224

Southwest Region

Developed Acres	97	Natural Acres	7,192	Total	7,289
Demand Projected	85	Demand Projected	2,125 *	Total	2,210
Surplus	12	Surplus	5,067	Surplus	5,079

Pass Region

Developed Acres	23	Natural Acres	481	Total	504
Demand Projected	30	Demand Projected	750 *	Total	780
Deficiency	-7	Deficiency	-269	Deficiency	-276

Coachella Region

Developed Acres	31	Natural Acres	3,308	Total	3,337
Demand Projected	103	Demand Projected	2,575 *	Total	2,678
Deficiency	-72	Surplus	1,833	Surplus	659

*Although the county has followed the SCAG method for developed acres, it has attempted to keep approximately double the required natural acres within the park system because of the belief that acquisition should be in advance of population needs in order to assure prime parklands for future generations.

**TABLE 15: PROPOSED PARK ACREAGE – 1980
RIVERSIDE COUNTY**

Northwest Region

Developed Acres	328	Natural Acres	16,263	Total	16,591
Demand Projected	323	Demand Projected	8,075*	Total	8,398
Surplus	5	Surplus	8,188	Surplus	8,193

Southwest Region

Developed Acres	106	Natural Acres	9,503	Total	9,609
Demand Projected	102	Demand Projected	2,550*	Total	2,652
Surplus	4	Surplus	6,953	Surplus	6,957

Pass Region

Developed Acres	28	Natural Acres	1,112	Total	1,140
Demand Projected	33	Demand Projected	825*	Total	858
Deficiency	-5	Surplus	287	Surplus	282

Coachella Region

Developed Acres	61	Natural Acres	6,976	Total	7,037
Demand Projected	120	Demand Projected	3,000*	Total	3,120
Deficiency	-59	Surplus	3,976	Surplus	3,917

*Although the county has followed the SCAG method for developed acres, it has attempted to keep approximately double the required natural acres within the park system because of the belief that acquisition should be in advance of population needs in order to assure prime parklands for future generations.

It should be noted in the tables above that there is a slight deficiency in developed acres in the Pass Region, and a significant one in the Coachella Region. The following explanation is quoted from the 1975 proposed capital improvement program: "The Coachella Valley region situation, we believe, deserves special comment. It may be that the deficiency is not as great as indicated by the chart, inasmuch as a large percentage of the people living within the region have their own private recreation in the form of golf courses, tennis, swimming clubs, etc. Even so, the Department and the Park Advisory Commission believe that the county should be sensitive to other possible recommendations for developed regional parks within the region."

Riverside County has moved rapidly to reduce the deficit identified in the 1972 SCAG report, and will apparently have no deficit in the foreseeable future. Present needs are for development of the recently acquired lands. The sufficiency of regional parklands in the county is particularly apparent when one considers the extensive, and relatively close-in, U.S. Forest Service lands in the Cleveland and San Bernardino National Forests, and the vast areas of Bureau of Land Management lands in the eastern part of the county. Although these federal lands have a much broader user base than just Riverside County, they still provide a significant recreation land base for county residents.

San Bernardino County Regional Parks

Designated county regional parks contain a total of 3,378 acres. Other parks in the county over 50 acres in size total 3,794 acres – for a total of 7,172 acres of regional parks.

SCAG-76 *Growth Forecast Policy* makes the following population projections for San Bernardino County: 1980, 753,200; 1990, 867,000; and 2000, 960,000.

Using the inventory of existing areas provides the following statistics:

**TABLE 16: PROJECTED PARKLAND ACREAGE/1,000 PEOPLE
SAN BERNARDINO COUNTY**

<u>Year</u>	<u>Parkland Acres per 1,000 People</u>
1980	9.5
1990	8.3
2000	7.5

A simple equation of acres to population rarely does an adequate job of defining supply and demand in regional parks, but this is particularly true in San Bernardino County where the population is so unequally distributed. The county has identified a need for one more regional park of 200-300 acres in the heavily populated southwestern part of the county. Also needed according to county parks officials is a park system for the eastern part of the county. And the greatest need is for water-oriented areas where swimming and fishing are possible.

In summary, the land base in San Bernardino County is adequate, but more money is needed for development, and operations and maintenance.

Ventura County Regional Parks

Ventura has set a standard of a minimum of 50 acres for qualification as a regional park, with the exception of beaches, which because of their regional significance qualify above 10 acres. In 1968 the county listed 19 existing regional parks, totaling slightly more than 15,000 acres of land. In 1977, there are 24 qualifying areas with a total acreage of 22,426, including about 9,600 acres of state parks, but not including Forest Service-designated recreation areas.

The estimated 1980 population of Ventura County according to SCAG-76 *Growth Forecast Policy* will be 503,000. In a 1968 general plan for the county, a standard of 5 acres of regional park per 1,000 people was used to calculate demand. This would generate a demand figure for 1980 of 2,515 acres, well under the present total, even without the state parks being included. In fact, the 12,347 acres of county and local regional parks would amount to 24.5 acres of regional parks per 1,000 people, very close to the SCAG recommended total of 27.5 acres per 1,000.

Again, as with Los Angeles County, U.S. Forest Service recreation areas within the county provide significant regional recreational opportunities, a total of over 600,000 acres of lands, nearly 30,000 acres of which are designated recreation area in campgrounds, trails, streams, lakes, etc.

Ventura County has claimed a heavy influx of recreation seekers from the more populated counties to the east. However, this claim is found to be common to all jurisdictions and it is suspected that the outsiders using Ventura County facilities are at least somewhat balanced by Ventura County residents using facilities elsewhere.

In 1968, a number of regional parks were proposed to meet the needs of a population projected to be 1,000,000 more or less by 1980, nearly double the present predictions. Only a few of these parks have materialized. The remaining proposals were in part in little developed areas where expected expansion has not materialized. The total acreage of these proposed new areas was about 7,500. Adding this to the present total

of 12,347 would make a total acreage of about 19,800 acres which would be adequate for a population of 720,000, or in other words, until about 1996 according to present population predictions.

As with Riverside County, Ventura County is approximately apace with acquisitions to meet theoretical regional park demands. Proposed areas will continue to make acreage adequate through 1996, if acquisition is completed. Additional development of newly acquired areas is needed, as are operating and maintenance funds to maintain existing areas.

LOCAL AND COMMUNITY PARKS

The following information is based only on the three case-study cities of Los Angeles, Santa Ana, and Riverside. In all cases, the yardstick used is the SCAG recommended ratio of 2.5 acres per 1,000 people.

Los Angeles

The city of Los Angeles has a total of 13,500 acres of local, community, and regional parks, with over 9,000 acres in six regional parks. It is almost impossible to separate out local park use in these regional parks. If all are considered to serve the function of local parks, using the SCAG-76 1990 population projection of 2,981,000 for the city produces a figure of 4.5 acres per 1,000 people. However, a disproportionate part of the total acreage is located in large parks on the periphery of the city, which account for about 5,000 acres of the total; 4,000-acre Griffith Park takes up much of the rest. The SCAG 1972 technical report on an outdoor recreation plan listed only about 1,000 acres in local and community parks. Using this total in the equation produces an answer of only 0.34 acres per 1,000 population.

Even considering the significant role some of the regional parks play in satisfying local park needs, Los Angeles is deficient in this type of facility, particularly in the central parts of the city. Considering the role of regional parks in providing local park needs, it would still be difficult to find more than 1 acre per 1,000 people. This would produce a deficit of about 4,000 acres of local and community parks, primarily in the central part of the city.

City of Riverside

Unpublished census figures indicate that the 1975 population of the city of Riverside was 150,612. Using the SCAG-76 population growth projection of 2.56 percent, simple annual growth rate produces a theoretical 1980 population of 169,890 and a 1990 population of 208,447. Existing acres of city parks according to the California Park and Recreation Information System (PARIS) is 660.6 acres. The following table indicates the adequacy of park acreage:

**TABLE 17: PARK ACREAGE ADEQUACY
CITY OF RIVERSIDE**

<u>Year</u>	<u>1975</u>	<u>1980</u>	<u>1990</u>
Population	150,612	169,890	208,447
Existing Park Acreage	840	840	840
Park Acres/1,000 People	4.39	3.89	3.17
Acres Required to Allow 2.5/1,000 People	--	--	--

There is a need for certain types of facilities, especially for the handicapped, senior citizens, and young children. User and jurisdictional comments indicate that emphasis should be placed on maintenance and rehabilitation.

Santa Ana

Unpublished census figures indicate that the 1975 population of the city of Santa Ana was 177,304. Using the SCAG-76 population growth projection of 1.82 percent simple annual growth rate produces a theoretical 1980 population of 193,438 and a 1990 population of 225,708. Existing acres of city parks according to PARIS is 310 acres. The following table indicates the adequacy of park acreage:

**TABLE 18: PARK ACREAGE ADEQUACY
CITY OF SANTA ANA**

<u>Year</u>	<u>1975</u>	<u>1980</u>	<u>1990</u>
Population	177,304	193,438	225,708
Existing Park Acres	310	310	310
Park Acres/1,000 People	1.75	1.60	1.37
Acres Required to Allow 2.5 acre/1,000 People	133	174	293

PLANNED EXPANSION OF RECREATIONAL OPPORTUNITIES

Trends in the growth and direction of the SCSA park and recreation system have changed considerably in the last 15 years. Extreme development pressures, shifting population base, and accelerating land values have forced agencies, particularly at the local level, to shift gears continuously in their pursuit of an adequate well-rounded park system.

At the federal level the agencies involved with land/resources management in the study area have a variety of mandates which in the past have dictated the degree of importance placed on provision of recreational activities.

NATIONAL PARK SERVICE

The National Park Service areas in the study area, Joshua Tree and Channel Islands National Monuments and a portion of Death Valley National Monument, are classified as natural areas and only those recreational activities which "draw their meaning from association with, and have direct relation to" parks resources are allowed.

Various legislative proposals have recently been introduced in Congress to expand Channel Islands National Monument to include the three other northern Channel Islands in the National Park System. In the event that these proposals are successful, the proposed national park would most certainly remain in a natural area category. Therefore, recreational use of the islands would be restricted to activities which complement their natural values. In fact, several of the islands can be expected to have restrictions on visitor use due to their value as sea mammal nesting sites and bird rookeries. This coupled with their relatively remote location will ensure that a larger Channel Islands Park will not have a significant impact on urban recreation needs in the Los Angeles Basin.

The National Park System is entering the urban recreation field as evidenced by Golden Gate National Recreation Area in the San Francisco Bay Area and Gateway National Recreation Area in the New York area. It remains to be seen whether the many congressional proposals for a Santa Monica Mountain Urban National Park/Recreation Area will ever come to fruition. If so, then the National Park Service could definitely be a significant recreation provider in the Los Angeles area in the future.

BUREAU OF LAND MANAGEMENT

The Bureau of Land Management land holdings in the California Mojave Desert total almost 10 million acres, almost all of which are in the study area. Ownership of the holdings is not as solid as maps would indicate and a checkerboard pattern of private and public ownership exists. Although somewhat removed from the urban center, the California desert area has historically received heavy indiscriminate and uncontrolled recreational use. This has been due, among other factors, to a significant lack of management and recreational development plans for the BLM's desert lands. It was the study team's impression that this agency has in the past been severely understaffed, underfunded, and neglected as a federal land management agency. Local park agencies have larger budgets to develop and maintain their more modest land resources in the California desert than BLM can muster for its entire desert holding. Although a "California desert vehicle program" has been instituted by the agency, lack of resource-protection staff has made this program (to regulate vehicular use of sensitive desert areas) difficult. However, in 1976, the Bureau received a new Organic Act from Congress (P.L. 94-579) which will greatly expand its recreation planning, funding, and implementation capabilities in the future. A major desertwide planning program is just beginning which over the next 4 years will outline BLM's increasing role as a manager of the region's desert resources and as a provider of recreation facilities and programs. The process will also give the agency greater priority in the future to fund recreational development and provide natural resource protection.

U.S. FOREST SERVICE

The U.S. Forest Service manages four national forests with a total of approximately 1,975,000 acres in the study area, all of which are within the influence of the Los Angeles metropolitan population. All four forests are presently providing recreational opportunities at between 1/3 to 1/2 their capacity, based on potentially developable sites. Although the forest areas have great potential for recreational development, funds requested for this purpose have been consistently turned down by Congress in the recent past. Lack of rehabilitation funds for existing sites, which are overtaxed, has resulted in a steady deterioration of facilities. The unfortunate side effects of congestion are most pronounced in wilderness areas where natural aesthetics are endangered by overcrowding.

Local park and recreation agencies feel that the national forests should shoulder a greater share of the urban recreational needs of the Los Angeles area; in fact, Los Angeles County provides \$90,000 a year, as well as work crews, to Angeles National Forest for facility maintenance and rehabilitation.

The Forest Service personnel at the four forests feel that in the future they should receive adequate acquisition and development money so that they can purchase prime, environmentally sensitive areas within their influence before the areas are taken by private developers, and they can also develop additional recreational areas for the increasing recreational use that they anticipate.

U.S. ARMY CORPS OF ENGINEERS

The Corps of Engineers occupies a unique position in the study area relative to future urban recreational demands. Much of the burgeoning urban development in southern California has taken place in floodplains, and the Corps of Engineers has control over large acreages (for flood-control purposes) within densely developed urban areas, particularly in the Los Angeles metropolitan complex. Although recreation facilities have been constructed on a number of their projects through the efforts of local park agencies, the potential for additional facilities "close to home" to meet recreational needs has not fully been developed. Presently the Corps 710 program provides 50 percent of the funds to develop recreational facilities on their projects and has leased the areas to the cities or counties for their operation. Obviously, this system, which depends upon locally available funds, is behind schedule due to a widespread lack of money at the local level. In recent years, the Corps has begun an urban studies program in response to changing developmental priorities and interrelated problems of growing concentrations of population, industry, and commerce. The Corps' financial involvement will primarily relate to lake, ocean, and estuary restoration and protection, water-oriented recreational development, and development of regional harbors and waterways.

BUREAU OF RECLAMATION

The Bureau of Reclamation does not have control over large acreages in the Los Angeles/Long Beach/Anaheim SCSA. The one significant area of concern, Lake Casitas located in Ventura County, contains a dam and various recreational facilities which, through a lease agreement, are operated by the Casitas Municipal Water District. The Bureau is presently expanding its recreational role as evidenced by its undertaking of the Ventura County water management project feasibility investigation. This program includes plans for four new recreation areas; annual use is projected at over 3.5 million visitor-days, and annual benefits at almost \$6.5 million. This program, which was begun in 1973, is a multi-agency planning endeavor.

CALIFORNIA DEPARTMENT OF PARKS AND RECREATION

During the past 15 years, rapid expansion of the California Department of Parks and Recreation's system has taken place. This agency's total budget increased from approximately \$15,000,000 in 1962-63 to approximately \$106,500,000 in 1974-75, while visitation to its expanding system increased from 28,500,000 people to 48,500,000 people in that same period. From 1960 to 1975, acreage in this system increased from 695,000 acres to almost 920,000 acres.

Statewide bond issues for parks, recreation, and open space have generated significant capital over these years. State park, recreation, and historic facilities bond acts in 1964 and in 1974 authorized a total of \$320,000,000 for park acquisition and development. State Proposition 20, the "Coastal Initiative," in 1970 authorized an additional \$60,000,000 in bonds to finance water-oriented recreation and wildlife habitat preservation.

Historically, this agency's priorities have been to establish new state park areas which meet criteria for interregional cultural and environmental significance; they have generally been rural in nature. Recreational use and facilities provided have been environmentally oriented. Recent concern about the large volume of unmet recreational needs arising from urban centers like the Los Angeles Basin has led the agency to consider redefining what its appropriate urban development role is. Much of the 1974 bond monies have been used to purchase lands in the Santa Monica Mountains. In fact, the department has invested over \$80 million in the last decade in the Santa Monica Mountains and its adjacent seashore areas for a total of 30,000+ acres of parkland. Although the state has a strong commitment to provide recreation in the Santa Monica Mountains, it remains to be seen what their future role will be when the issue of urban park needs is dealt with. A state park bond issue (S.B. 174) passed by a narrow margin in 1976. This bill provides funding for an in-depth analysis to define urban needs and solutions, and is to be completed within the year. By all indications, the results of that analysis will point to a more significant state role in urban recreation in the future.

LOS ANGELES COUNTY

Department of Parks and Recreation

The Los Angeles County Department of Parks and Recreation provides for the regional recreational needs of county residents. It is safe to say that all the county park systems in the SCSA concentrate their efforts in this direction — as regional park and program providers. In unincorporated areas, however, Los Angeles County is responsible

for provision of local park facilities. Also, the department operates a variety of special programs in organized sports, aquatics, cultural, volunteer, handicapped, and senior and youth programs. The system has grown over the years in response to the tremendous urban growth of this county to include over 54,000 acres in five major regional parks and another 7,000 acres in smaller parks and underdeveloped parklands. This total is deceiving in that 41,000 acres are in one "park" — a recreation and open-space easement obtained in 1973 on the island of Catalina for public recreational use. In addition, the system has grown to include 122 local parks, 150 miles of riding and hiking trails, 47 swimming pools, 18 golf courses, and the Hollywood Bowl — for a total of 72,000 acres and an annual budget of \$48,000,000, double that of 1970.

Even though the agency has extensive plans for expansion of their regional park facilities, funding has been a major limitation on the purchase of new parkland. As with other urban park agencies, the department has had difficulty supporting existing programs and maintaining its existing parks, let alone developing new ones. The present county governmental structure divides funding equally among the five supervisorial districts, and therefore countywide priorities are difficult to formulate. Even though the county board of supervisors is determined to limit funding, the county has been creative in obtaining gifts of land and funds, foundation grants, and state and federal grants. Revenue sharing has been a significant source of funds. Future expansion and development of the county park system will usually be realized from these "outside" resources.

Department of Beaches

In May 1969, the county of Los Angeles established a separate Department of Beaches as an action agency on all beach matters. Since its establishment, the Department of Beaches has expanded its beach management operations to include all of the public beaches from the Ventura County line to the Orange County line with the exception of the city of Santa Monica and city of Long Beach beaches. Altogether, the department operates 28 areas including 36.6 miles and 1,529 acres of beaches. They began with 9.4 miles in 1969. Most of the additional mileage has become the department's responsibility through cooperative management agreements and mergers. For the past 2 years, the Department of Beaches has operated all beaches owned, and others previously operated, by the Los Angeles City Recreation and Parks Department. This consolidation of effort has not only resulted in more consistent beach services and maintenance but has also effected substantial savings. The county has also succeeded in opening 10 access ways to allow public entry to the state-owned beaches below the mean-high-tide line. Through these efforts, the mileage of new public beaches and tidelands opened for the people's recreational use in Los Angeles County has more than doubled in the past 7 years.

The department's fiscal year 1974-75 annual budget was \$9,665,052 of which \$5,614,500 was earmarked for capital improvements and acquisition and \$4,050,552 for operations and maintenance.

Last year, department-managed beaches attracted almost 50 million visitors. In addition to the common uses of "sunning" and surf bathing, the beaches provide recreational opportunities for surfing, scuba diving, skin diving, surf fishing, and scenic enjoyment. The department has an extensive junior lifeguard program and surfing championship meets, and it co-sponsors the International Surf Festival (at the four south bay beaches), the Santa Monica Lifeguard Championship, and the Malibu Festival.

The Department of Beaches' priorities are the expansion of public beach areas, the preservation of scenic coastal areas, and the protection of lives and property of those who utilize the ocean's recreational resources.

RIVERSIDE COUNTY

The Riverside County Parks Department has pursued an aggressive program of regional park acquisition over the past 5 years. In fact, practically all regions of the county now contain adequate regional park acreage required to meet the regional recreational needs of people of Riverside County, at least through 1980. The needs now and in the immediate future are for facilities development of these parks so that they can be adequately utilized.

In the near future, the county is 1) concentrating on rounding out their system of natural parks to include adequate biotic representation, 2) interconnecting riding, hiking, and bicycling trails between parks, 3) preserving historically significant sites and buildings, and 4) realizing the economic importance of the provision of recreation in the county.

The department's future character will probably be shaped a great deal by this last concept. The development of the county's recreational resources will have a great impact on this county's future planning and economic growth.

"Self-sufficient" park management is a goal that is being explored by the department's administration. This includes wedding private enterprise to the operation and provision of the facilities at parks that the county administers.

ORANGE COUNTY

The rapid urbanization of this county in the past decade has affected the role of its park agency. Master planning of a county regional parks system started in 1960 with the realization that much of Orange County had already been lost to urbanization. A plan was first completed in 1963. This factor prompted the development of a general planning program, initiated in 1969, which placed emphasis on conservation as an

element of that program. The continuing regional parks planning effort became part of the conservation element.

The system has grown from two park sites in 1963 to nine at present — for a total of over 2,000 acres. The county presently has a first priority list of 14 additional parks totaling over 5,400 acres.

Orange County's Harbor, Beaches and Parks District has taxing authority of 20 cents on every \$100 assessed valuation of property — an adequate sum for parks and recreation by many standards. Up to the present, sufficient funds for development of their park system have been available from this assessment. The agency is not so sure about the future. Inflation and ceilings on staffing have brought up serious questions as to the future ability of their agency to adequately maintain their facilities as well as acquire new ones. An update of their 1963 regional parks plan due in 1977-1978 should show the relationship of their present funding capabilities to future park needs.

VENTURA COUNTY

Ventura County is one of the fastest growing counties in California; as the urban population shifts out of the more congested central urban area of southern California, this county in particular will be affected. Its relatively rural character, low population density, and pleasant climate make it an attractive living environment.

The Ventura County Planning Department recognizes this and has plans for a sizable expansion of the county regional parks, related shoreline development, and riding and hiking trails, to meet future demand. The agency proposes to double the present system of 22 regional parks to 15,000 acres by adding 21 new parks totaling 7,800 acres, adding a marina to the two that exist, and establishing more than 300 miles of riding and hiking trails.

Much of the extensive agricultural land in the county is in agricultural preserves, and agriculture still plays a major role in the regional economy. Recreation is also being recognized in the county's administration as a generator of economic health. Therefore, expansion of the county park system while lands are still available is a distinct possibility.

SAN BERNARDINO COUNTY

This county reflects the same recreational patterns as those that shaped the development of the Riverside County park system. The present system adequately serves the regional recreational needs of the county's residents, with nine parks acquired over the last

15 to 20 years. Needs at present, as in Riverside County, are to develop facilities on these recently acquired parklands so that they may be better utilized. Available land for additional park units is not a problem. The populated west end of the county is the probable location for any additional parks acquired in the near future. The San Bernardino County Department of Regional Parks will also probably give highest priority to developing water features in parks to satisfy their greatest unmet need — fishing and swimming facilities. This would suggest more intensive joint efforts with the Corps of Engineers in the Prado Basin and the Santa Ana River channel.

This park agency also anticipated taking over much of the U.S. Forest Service's responsibilities for recreational facilities. Inadequate funding of that federal agency is shifting burdens to the local agencies, especially for camping, which the Forest Service is unable to accommodate.

CITY OF LOS ANGELES

The Los Angeles City Recreation and Parks Department is one of the largest city recreation and park agencies in the nation. The department manages 273 parks, which total 13,786 acres. There are eight large-acreage regional parks and 20 other regional park areas that together account for the major percentage of the department's total park acreage. The department manages 280 recreation centers, 52 swimming pools, 14 golf courses, eight camps, and 170 miles of hiking and riding trails. It manages all of these areas on a total annual budget of \$34,422,234. Approximately 90 percent of that budget goes for operating expenses. The department's employment force includes 2,836 permanent (1,926 regular and 910 CETA) and 941 temporaries during the peak recreation season.

The city's tight money policy has drastically affected capital improvements and land acquisition. City hall is intent on limited any expansion that will require increased commitments for operations and maintenance.

In 1971, the department tried to get a \$170 million city bond issue for parks and recreation passed. The issue got a slim majority but not the two-thirds needed. The \$170 million bond issue included many long-overdue renovation projects as well as new facilities and acquisitions. The department feels that passage of a bond issue by the city voters would be impossible when even school and mass-transit bond issues cannot pass.

The department has obtained most of its large-scale regional parks through gifts, leases, or bargain sales. Griffith Park (4,063 acres) was an early gift to the city. Hansen Dam (1,438 acres) and Sepulveda Dam (2,150 acres) recreation areas are leased from the Corps of Engineers. Harbor Regional Park (231 acres) was transferred from the Los Angeles City Department of Public Works. Elysian Park (575 acres) was mostly

donated to the city. O'Melvany Park (670 acres) in Bee Canyon was acquired through a bargain sale. Most such opportunities in the Los Angeles Basin have been exhausted.

The department acquires land each year under the Quimby Act ordinance adopted by the city of Los Angeles. Under the Quimby Act ordinance, residential developers are required to dedicate a percentage of the land in their subdivisions — between 0.9 and 32 percent depending on the number of dwelling units per acre; this donated land is set aside as public parks. Cash — equal in value to the land — may be substituted for the donated land and spent by the city on local parks. In 1973, the city acquired 335 acres under its Quimby Act ordinance (the county and a number of cities in the Los Angeles Basin have also adopted Quimby Act ordinances).

The city has been able over the years to string together about \$25 million in capital improvement projects using almost entirely outside funding from federal and state sources. A major priority is the establishment of community centers around the city to provide a full range of city services in the community in addition to recreational opportunities.

The department is dominantly recreation- and people-oriented. It perceives its primary responsibility to be the provision of local recreational opportunities and the county's primary responsibility to be the major expansion of regional park acreage.

CITY OF RIVERSIDE

The Riverside Parks and Recreation Department operates a system of local parks (community and neighborhood) and also conducts recreational programs at park and school sites throughout the city. Like other cities in the study area, it is suffering from a lack of funding which severely hampers its ability to provide for the recreational needs of citizens.

The 1965 *Master Plan Study of Educational and Recreational Facilities* for Riverside called for expansion of the park system by the year 1990 from 28 sites of 629 acres to 66 sites of almost 1,625 acres. At that time, the city had approximately 4.6 acres of parkland per 1,000 residents in comparison to the widely cited National Recreation Association standard of 10 acres of local park acreage per 1,000. However, this statistic compares quite favorably with those of other cities in the study area.

Efforts have been underway in the city to rectify this parkland shortage, with community and neighborhood parks being given highest priority. The park and recreation capital improvement program of 1973-1979 calls for expenditures of \$3,576,500; the majority of those funds would go for the development of existing parks. Funds are to be derived from the general fund, revenue sharing, and income

from the city's residential development fee. In addition, the planned capital projects reserve for parks and recreation totals \$3,350,000. The proposed program would include acquisition and development of new parks, improvement of existing parks, parkway development, and city park/school cooperative projects. A city bond issue would have to be passed to realize these latter capital improvements.

CITY OF SANTA ANA

The city of Santa Ana's park system presently consists of over 300 acres of local parks and a 55-acre regional-scale city park, Centennial Park. The annual budget is \$3.4 million. This provides a service level of 1.7 acres per 1,000 people. No city within Orange County has attained 3 acres per 1,000 of its people in park acreage.

Orange County has recently completed a cost/benefit analysis of parks in urban areas which is applicable to Santa Ana. The study concluded that the benefits of achieving 3 acres per 1,000 persons would substantially exceed the costs of providing urban parks within the incorporated cities of Orange County.

The open-space element of Santa Ana's general plan, completed in 1973, proposes an expanded park system for the city with the following three components:

Neighborhood parks of 6 acres each, closely allied with elementary schools for service to pre-school and school-age children;

Community parks of 20 acres each allied with high schools and oriented toward school-age children and family groups

Citywide parks of 30-40 acres each, tied to natural features and oriented for full community participation

Applying these concepts and assumptions to 1980 projections would result in a system of 42 neighborhood parks, seven community parks, and nine citywide parks totaling 540 acres including golf courses. This would be an index of approximately 2.25 acres per 1,000 people.

Whether minimum standard city-park acreages will be realized remains to be seen. As with other local park agencies, the city of Santa Ana places a low priority on recreational needs, and agencies dealing with human services have a constant need to justify the importance of recreation as it relates to human services. Operations and maintenance have been reduced and staffing has been cut to a subsistence level in all the city park systems interviewed.

POTENTIAL RECREATIONAL RESOURCES

In determining significant park and recreational resources for this study, the highest priority was put on location, and because of this, the resources identified are all close to the centers of population. In the past it has been general practice to identify the large open areas that were suitable for natural regional parks away from city centers. This has been particularly true where federal involvement occurred. From a practical standpoint this makes sense, as these large outlying areas can be more inexpensively acquired, developed, and managed. However, to supply the needs of inner-city dwellers, particularly those without transportation, such as after-school teenagers, more emphasis should be placed on the development of regional park capabilities within the cities themselves.

Even though most of the lands shown on the accompanying Open-Space Analysis map are in the hills to the north of Los Angeles, by far the more important are those relatively small and severely altered pieces contained within the cities themselves, particularly the river corridors, power easements, railroad rights-of-way, and oil fields.

In defining significant areas, where possible, an attempt was made to combine areas into connected or connectable units. This would be advantageous in future management and use of these areas, and give the opportunity in some cases to provide for different types of recreation within a single unit. For example, if the Baldwin Hills and Ballona Creek areas were connected by even a narrow strip, it would be possible to enter the complex from the east and continue by bicycle, on foot, or possibly even on horseback all the way to the beach at Playa del Rey. This concept of linkage of park areas by greenbelts is consistent with most of the open-space planning in the study area, and is particularly suitable in one of the area's primary resource areas for recreation and open-space development — the river corridors — which remain dry except during relatively infrequent periods of rain.

Some recreational development, primarily trails, is occurring along these river areas. However, if the strongest emphasis in planning and financing were put into such development, a more imaginative and useful resource could develop. With land costs in the city of Los Angeles amounting to about \$500,000 per acre, money might better be spent in developing resources that are already owned. Extensive areas of the channels could be roofed over, or the drainages could be put into pipes under the river beds. Inflatable or other breakaway dams could provide water features for swimming, boating, fishing, or just enjoying scenery. The use of opportunity purchases and easements on adjacent rail lines, power easements, or abandoned or unused property could be a policy that would gradually make possible expansion of these strips into significant regional parks. Intensive recreational development would be acceptable and would not necessitate concern about an unaltered natural environment (which does not exist in this case); in fact, almost any change would be for the better. These strip parks could become a close-in focal point for neighborhood activities.

Other considerations also make the river channels attractive. They are all under the jurisdiction, at least in Los Angeles County, of the county government, and assistance

can be gained from the Corps of Engineers for their development. They also provide, or could provide, access all the way from the ocean beaches to the large regional parks that are existing or under construction in the flood-control basins, and ultimately to the national forests in the San Gabriel Mountains.

In summary, it would seem that the full potential of these regional park resources is being overlooked.

Areas and complexes of areas are listed below as case studies in the order of their potential importance in providing for the recreational needs of the densely populated portions of the study area.

THE RIVER CORRIDORS

Definition of the Resource

This resource includes the drainage and flood-control structures that are suitable for some form of recreational development, and the usually dry channel corridors of the Los Angeles, San Gabriel, Santa Ana, and Santa Clara Rivers. In Los Angeles County extensive efforts by the Corps of Engineers and the local flood-control agencies have left little of the natural runoff systems of these streams intact in the necessary work of protecting the cities from flash floods. Los Angeles County has five major dams and some 300 miles of channel improvements completed on the Los Angeles and San Gabriel Rivers and their tributaries. Extensive channel improvements and five dams have been constructed along the Santa Ana River and its tributaries. Four additional dams and at least 80 miles of channel work are in progress or proposed along the Santa Ana.








Description of the Resource

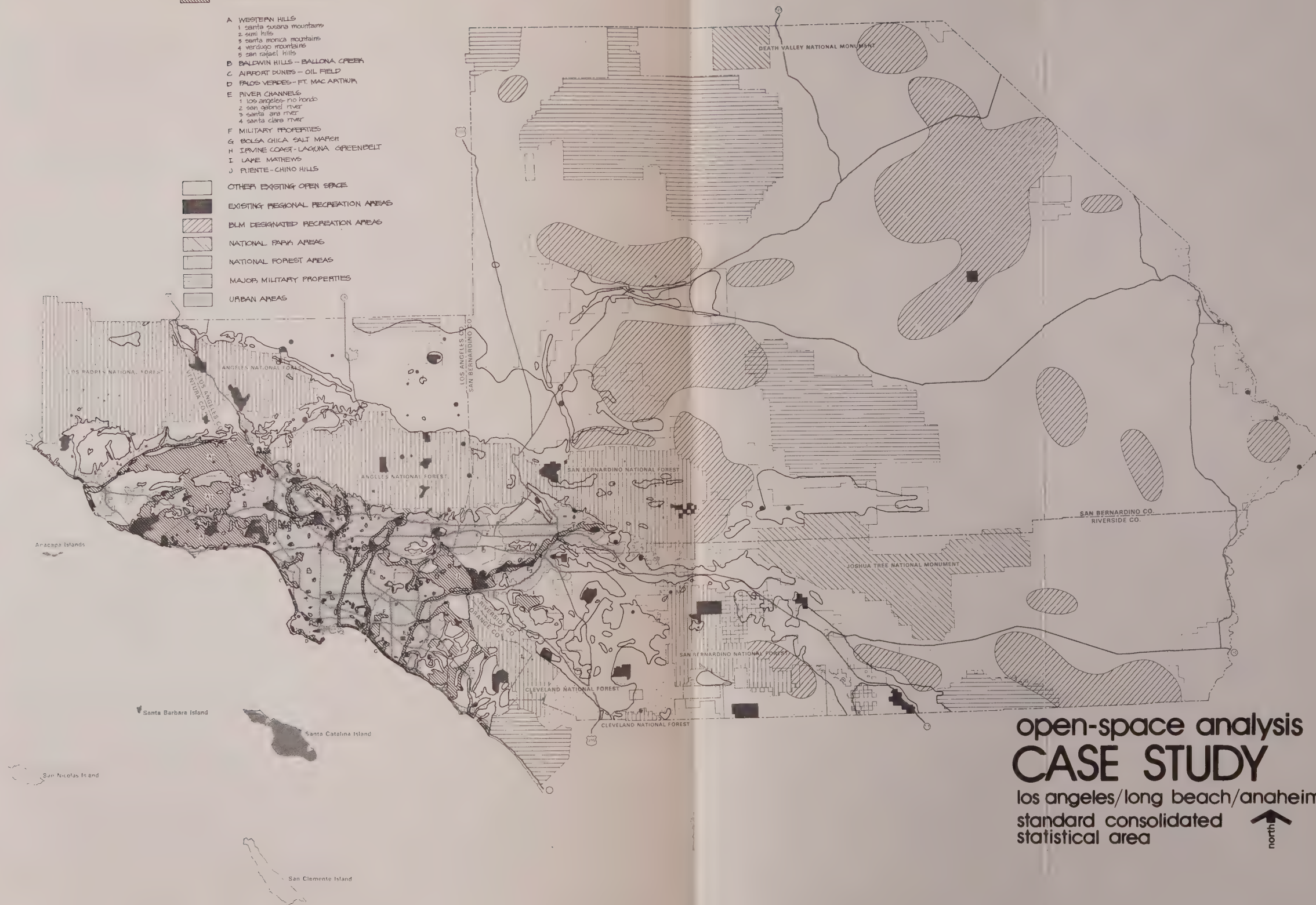
With minor exception these streams are either dry or have only a trickle of water during most of the year. The channel of the Los Angeles River is 300 feet wide from the mouth of the river at Long Beach Harbor north for about 19 miles, with a cleared corridor averaging more than 700 feet wide. North of this point the channel narrows to around 200 feet and clear space on each side is limited. Through the central Los Angeles area the channel is flanked by railyards, in places over 1,000 feet in width. The channel continues nearly 200 feet wide to Griffith Park where it narrows again to about 100 feet and continues to Sepulveda Dam, a total distance of over 40 miles. It passes through or adjacent to 576-acre Elysian Park and 4,063-acre Griffith Park and into 1,641-acre Sepulveda Dam Recreation Area. Major tributaries, the Rio Honda and Tujunga Wash, link the river to Hansen Dam and Whittier Narrows Recreation Areas.

The San Gabriel River is similar in character, although slightly narrower, and connects Alamitos Bay just east of Long Beach with Whittier Narrows Recreation Area and the Santa Fe Flood Control Basin, a distance of about 28 miles through heavily populated areas.

 POTENTIAL RECREATIONAL RESOURCES

- A WESTERN HILLS
 - 1 santa susana mountains
 - 2 sami hills
 - 3 santa monica mountains
 - 4 verdugo mountains
 - 5 san rafael hills
- B BALDWIN HILLS - BALLONA CREEK
- C AIRPORT DUNES - OIL FIELD
- D PALOS VERDES - FT. MAC ARTHUR
- E RIVER CHANNELS
 - 1 los angeles-rio hondo
 - 2 san gabriel river
 - 3 santa ana river
 - 4 santa clara river
- F MILITARY PROPERTIES
- G BOLSA CHICA SALT MARSH
- H IRVINE COAST-LAGUNA GREENBELT
- I LAKE MATHEWS
- J PUENTE-CHINO HILLS

-  OTHER EXISTING OPEN SPACE
-  EXISTING REGIONAL RECREATION AREAS
-  BLM DESIGNATED RECREATION AREAS
-  NATIONAL PARK AREAS
-  NATIONAL FOREST AREAS
-  MAJOR MILITARY PROPERTIES
-  URBAN AREAS



open-space analysis
CASE STUDY
 los angeles/long beach/anaheim
 standard consolidated
 statistical area



The Santa Ana is also similar, connecting Newport Beach with the San Bernardino National Forest, a distance of about 60 miles through the cities of San Bernardino and Riverside and through the center of the heavily populated north side of Orange County.

The Santa Clara River is still in a relatively natural state and does not flow through heavily populated areas, but it does represent a significant potential park resource for Ventura County.

There was not time to study in detail the possibilities of the railroad rights-of-way, or the power and pipeline easements, but both tend to parallel the river channels for much of their length. The railroad rights-of-way could be a significant resource in the event of abandonment, and utility easements could provide for more joint use than they do at present by connecting various park units.

Land in nearly all of the flood-control basins behind the abovementioned dams has been or is being developed for recreational purposes by the counties or cities in conjunction with the Corps of Engineers.

Significance of the Resource

The significance of the channel corridors was discussed in the introduction to this section.

Limitations

The main limitation is the fact that the channel corridors are subject to periodic heavy flows of water, and as such could not have permanent structures in the channels themselves without extensive construction to allow underground drainage in one form or other. Additionally, encroachments of many forms will make any extensive development difficult in some areas. The public health aspect was not examined, but it is possible that there could be some physical danger from flooding, and possibly from contamination of the channels if sewage is leaking into them at any point. None of these seem to be insurmountable problems when one considers the cost of acquiring significant local recreational space in the inner cities.

Summary

The river channel corridors offer opportunities for recreation in the inner city that are not being fully exploited.

BALDWIN HILLS/BALLONA CREEK

Definition of the Area

The Baldwin Hills are a number of low hills located for the most part on unincorporated land between Los Angeles and Culver City, about 3 miles north of the international airport and 10 miles from Los Angeles city center. Ballona Creek is located just to

the west of the Baldwin Hills and flows about 6 miles through Culver City to the ocean at Marina del Rey. The total acreage of the complex is roughly 1,800.

Description of the Area

The Baldwin Hills rise rather abruptly from a base elevation of approximately 90 feet to about 510 feet in the center. Canyons extend into the hills on the west, north, and east, as well as from La Brea and La Cienega. The terrain of the hills varies from rolling to steep. Vegetative cover reflects the impacts of intensive industrial use over a number of years, but is primarily coastal sage/scrub community. There are jackrabbit, skunk, and opossum, and some threatened species of birds including the sharp-shinned hawk, Cooper's hawk, American kestrel, barn owl, burrowing owl, and loggerhead shrike.

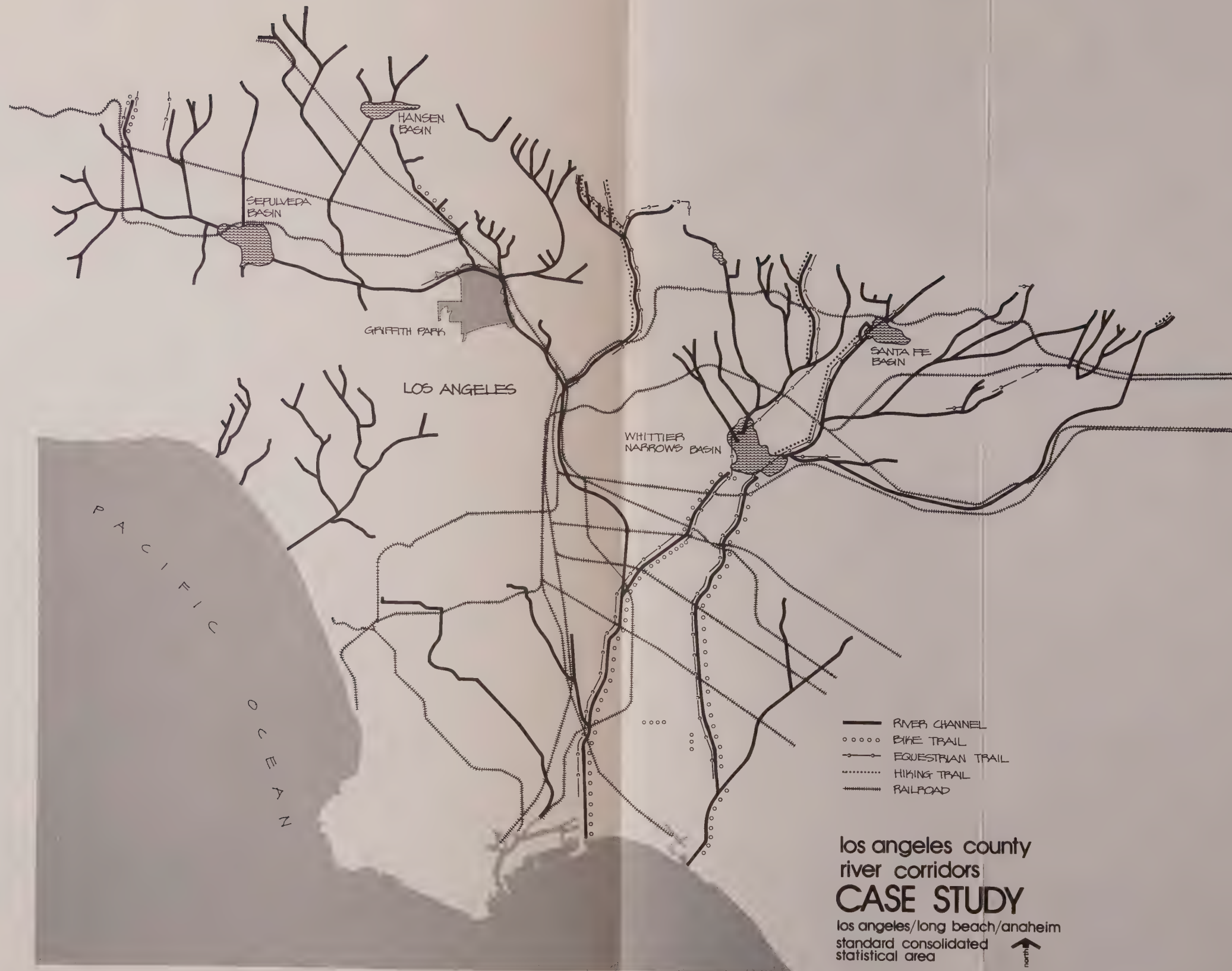
The hills are divided in a north-south direction by La Cienega Boulevard. Residential development is gradually encroaching on all sides. Oil operations are located throughout the hills, especially on the portion lying west of La Cienega Boulevard. The empty Baldwin Hills Reservoir, which breached in 1963, is located on the northeast side.

Ballona Creek and its lagoon are immediately south of the vast marina development at Marina del Rey. The lagoon extends inland about 2 miles and is about 200 feet wide. The flood-hazard area which has kept the area largely undeveloped extends inland about 3 miles, nearly to the San Diego Freeway, and is roughly 1,000 feet wide. In spite of flood danger, residential and commercial development has continued in this area, and proposed flood-control projects — expected to include a 6-mile bike trail along the creek — will probably encourage more nonrecreational development. The area between Baldwin Hills and the Ballona floodplain is also rapidly developing. A large shopping center, high-rise hotels, and subdivision have been established in the past few years in the Fox Hills area. Much of this land is still vacant, but undoubtedly won't remain that way long.

Significance of the Resource

As a large centrally located parcel of land, the Baldwin Hills is a prime recreational resource in spite of the severe disturbance of the site. It is anticipated that oil reserves in the area will run out within the next 20 years and that the land could be acquired from the owners at a reasonable price. The county department of parks and recreation has begun acquisition in the hills, and ultimately plans to acquire all of the site for park purposes. The Ballona Creek estuary and lagoon could provide a valuable link between the Baldwin Hills and the beach, and the Fox Hills area could still provide an appropriate link between the two areas, even if by planned easement only. The *SCAG Conservation and Open Space Plan* and the recent *Los Angeles County Significant Ecological Areas Study* both consider Ballona Lagoon and its estuary as an extremely important environmental preserve. It is one of only two remaining salt marshes in Los Angeles County, and as such is an important breeding ground for marine and terrestrial organisms. Part of the area is owned by the Hughes Suma Corporation, and is used as an airfield. This property could be sold for other uses at any time.

The entire area is easily accessible by car along a network of freeways.



Limitations

Development has already encroached severely on the site, and has to some extent reduced the options for use. Oil extraction, which is expected to go on for several years, will also hinder recreational use. However, it is possible that some compatible uses could be worked out in the interim. Connection between the two areas as described above may already be next to impossible.

Summary

Planning is currently underway for a county park in the Baldwin Hills. It is urgent that measures be taken to protect the Ballona Creek area.

WESTERN HILLS

Definition of the Area

The Western Hills title designates the complex of mountains just north and west of the city of Los Angeles, including the Santa Monica Mountains, the Simi Hills, the Santa Susana Mountains, the Verdugo Mountains, and the San Rafael Hills. The area is within the boundaries of Ventura and Los Angeles Counties. With the exception of the extreme western end of the area, it is all within one hour's travel time of central Los Angeles. Gross acreage of the complex is approximately 330,000, with 55,000 acres in public ownership and 275,000 in private ownership.

Description of the Area

The Santa Monica Mountains extend 46 miles east-west from Griffith Park near downtown Los Angeles to the Oxnard coastal plain. The 220,000-acre range is 10 miles wide at the western end and narrows down to a 1- to 3-mile wedge on the eastern end. The eastern end of the range separates the San Fernando Valley from the West Los Angeles area. The highest elevation is 3,111 feet. More than three-fourths of the range has greater than 25 percent slope.

Because the Santa Monica Mountains front on the Pacific Ocean, they offer great visual, climatic, and ecological diversity — all of which significantly enhance their recreational potential. The Santa Monica Mountains include 37.5 miles of coastline. This coastline contains almost all the sandy beach expansion areas which might be acquired for public use.

The potential of the proposed Santa Monica Mountains and Seashore for providing high-quality natural-resource-oriented recreation remains significant on a regional and statewide basis. Although a 1974 Santa Monica Mountains study prepared by the Department of the Interior found that the park did not meet national park criteria, and recommended against the establishment of a national recreation area on the basis of the range's high acquisition costs, low recreation carrying capacity, and questionable ability

to attract out-of-state users, the fact still remains that the Santa Monica Mountains are a highly significant resource within the Los Angeles Basin, which could provide badly needed recreational opportunities for residents of this highly urbanized area.

The Santa Susana Mountains are a rugged range of low mountains between the Simi Valley and the Santa Clara River in eastern Ventura County and western Los Angeles County. They are contiguous with a range of hills to the west, the Oak Ridge. This range comprises an open-space mountain/woodland, and its outstanding geologic formations have served as a background for numerous western movies.

The Simi Hills range from 1,000 to 2,500 feet, and are located between the Simi Valley and the Malibu Creek watershed in eastern Ventura County. The eastern part of the hills is characterized by stark terrain with steep crests and boulder-strewn grassy hillsides of sharp relief. The western part of the hills share this sharp relief with hills more rounded in profile, covered with grass and chaparral and scattered oak trees.

The area contains a number of archaeological and historic sites, and important wildlife habitats, in a relatively undisturbed setting.

The Verdugo Mountains lie between the San Gabriel Mountains on the north and the southeastern corner of the San Fernando Valley on the south. The cities of Burbank and Glendale lie at the base of the mountains on the south; the north side is flanked by Tujunga, Sunland in the city of Los Angeles, the Highway Highlands area of Glendale, La Crescenta, La Canada, and Montrose. The easternmost tip of the range is about 10 miles from downtown Los Angeles. The La Crescenta Valley lies to the north. This valley is a steeply sloping alluvial plain draining toward the Verdugos and into the Arroyo Verdugo flood-control channel. Glendale and Burbank lie in another sloping plain which drains southerly from the Verdugos into the Los Angeles River. The topographical structure of the Verdugos consists of a main spine extending the length of the range from northwest to southeast, intersected by a secondary ridge/canyon system roughly perpendicular to the main ridge. The ridge lines are moderately sloped for most of their length, but are quite steep at their outer extremities. Conversely, the canyon bottoms are moderately sloped for most of their length, but are very steep as they abut the main ridge. Elevations range from 650 feet above sea level to 3,126 feet at Mount Verdugo.

The natural vegetative cover found in the Verdugo Mountains is classified as Mediterranean scrub forest. The dry summer supports a great differentiation of habitats. Moist canyon bottoms support the canyon oaks, sycamores, and other phreatophytes. Dry rocky slopes, talus slopes of small stones, and rock faces with mere crevices for plant growth all provide a variety of habitats for plant life. Most of the natural cover

on the southern mountain slopes has been burned off by brush fires, and grasses and shrubs are only now beginning to regenerate.

The present growth on the canyon walls is limited to grass cover and chaparral. The shrub growth on the southern slope is sparse owing to the ravages of fire, while the northern slopes evidence a heavier ground cover of natural vegetation.

Separated by less than 1 mile of canyon from the Verdugo Mountains, and constituting a visual, as well as geographical, southerly extension of the Verdugos, the San Rafael Hills are largely contained within the corporate boundary of Glendale. The hills also lie along the boundaries of Los Angeles and Pasadena. Glendale proper is southwest of the hills; the Los Angeles community of Eagle Rock lies due south; Pasadena is situated immediately to the east and La Canada-Flintridge to the northeast. The developed Verdugo Canyon separates the San Rafaels from the Verdugos along the west.

Significance

The Western Hills embody the largest undeveloped acreage suitable for large regional parks near to urban population centers. They are listed as a group because of their proximity to one another, general similarity in character, and potential for connecting development. The entire area has been subjected to numerous studies for various park proposals and large and small open-space preserves. Several jurisdictions have been actively engaged in the purchase of land in the Santa Monicas for park purposes. The California Department of Parks and Recreation has purchased over 30,000 acres in the Santa Monica Mountains in the past few years.

One of the proposals that has been put forward is a "rim of the valley" trail around the entire San Fernando Valley. This trail would connect through the Santa Monicas along Mulholland Drive, through Griffith Park, along the Verdugo Mountains and Tujunga Wash into the Angeles National Forest in the San Gabriel Mountains, west through the Santa Susanas, south through the Simi Hills, and into the Santa Monicas again, a distance of about 60 miles. This trail could pass through at least eight existing natural parks. This description of one proposal is included to illustrate the possibilities that are still available practically within the urban area, provided comprehensive planning of the entire complex can be done before urban encroachment places too many barriers in the way of well-organized park development.

Primary recreational value of the complex is for natural activities: camping, hiking, nature study, picnicking, etc. However, selected sites are suitable for intensive recreational activities.

There are a number of environmental reasons for preservation of a significant part of this complex of hills. The Los Angeles smog and flash floods are well known, and

well known at least to environmentalists is the value of preserving the surrounding hills both as a source of clean air and as means of floodwater control. In addition to these vital necessities, there are at least 15 sites within this complex listed in the recent *Los Angeles County Significant Ecological Areas Study*. All of these areas are endorsed by SCAG.

Limitations

Dense chaparral, steep slopes, shallow soils, and fire danger are the major limitations to human use. Lands suitable for intensive use, those with less than 10 percent slope gradient, probably include less than 2,000 of the 330,000 acres of the total complex. Landslides are also prevalent in some areas.

Summary

This complex represents the primary resource for additional regional natural parks in the study area. It should be pointed out that acquisition of the entire complex would not be necessary from the standpoint of recreational need. However, the entire area should be studied as a unit so that well-organized development of facilities can occur. In some areas only scenic and environmental easements might be adequate, in others rights-of-way for trails or parkways. A comprehensive plan for the area could allow for orderly development without sacrifice of vital environmental and recreational values.

There is the utmost urgency to develop a comprehensive, interjurisdictional plan for the area, and to act immediately to acquire or otherwise secure the appropriate portions of the land base before piecemeal development eliminates this possibility. As the largest component of this resource, and as an area that has attracted much attention, the Santa Monica Mountains are experiencing critical development pressures and should be investigated further concerning their potential significance to urban residents of the SCSA.

THE IRVINE COAST/LAGUNA GREENBELT

Definition of the Area

This area incorporates the Aliso Creek corridor "between the mountains and the sea" (as contained in the *Open-Space Element of the Orange County General Plan -1973*), the Laguna Greenbelt proposal area (proposed by a group called Laguna Greenbelt, Inc.), and the Irvine Coast proposal area (put forth by The Friends of the Irvine Coast). Together, these three (to some extent overlapping) proposal areas include about 20,000 acres of virtually undeveloped land in Orange County, surrounding and to the north and west of Laguna Beach. The Laguna Greenbelt portion, about 10,000 acres, is mostly in the hand of two private owners. The state owns 1,364 acres for park development. The Aliso Canyon, the county's top priority open-space area, is

currently undergoing rigorous planning and acquisition efforts. The area is accessible by freeway from central Los Angeles in about 1 hour.

Description of the Area

This area is one of the three significant open spaces remaining along the southern coast. The others are the Santa Monica Mountains and Camp Pendleton. Some portions of the area are gently sloping, but much of it is steep and difficult to reach. There are natural lakes on the land; vegetation includes oaks and sycamores. The scenery is superb in many areas, particularly the canyons.

Significance of the Site

This complex represents the best of the lands capable of large-scale regional park development within Orange County. The county has a policy of promoting population growth. At present the northern half of the county is intensively developed, the southern half little developed. The relatively central location of the complex would make it the logical choice as a recreational focus in an ultimately entirely developed county. Also its proximity to the Los Angeles area and other southern California populations makes it feasible for consideration as a state park. County plans indicate that intensive recreational development would be feasible on parts of the parcel. The *SCAG Conservation and Open Space Plan* recommends preservation and protection of the area. Included in the area are about 3 miles of coastline which could be preserved for public use.

The *California Coastal Plan* has indicated that this area should be preserved as a greenbelt.

Limitations

The primary limitation is the high cost of this land. A key parcel of 450 acres has a price of \$4,500,000, or \$10,000 per acre. However, much of the land can probably be acquired at much lower rates, and some of it already has been acquired.

Summary

This site is one of the most significant open-space and recreational resources in the study area, and should be preserved and developed for appropriate recreational use.

PUENTE/CHINO HILLS

Definition of the Area

This complex consists of the Puente Hills and San Jose Hills located in the southeast corner of the Los Angeles County, and the Chino Hills located just southeast of the Puente Hills with portions in Los Angeles, Orange, San Bernardino, and Riverside Counties. The entire complex encompasses about 90,000 acres.

Description of the Area

The Chino Hills can be described as hilly in the north to extremely rugged in the southern part. More than one-half of this area is in slopes which exceed 30 percent, and in several specific localities, more than 40 percent. Elevations at the edges of the hills average more than 500 feet, while the higher ridges range in height from 1,300 to 1,600 feet.

Vegetation consists mainly of grassland intermixed with areas of chaparral. Oaks live in the bottoms of the larger canyons. As is the case with this type of open-space resource, the fire hazard is particularly high during the dry summer and fall months.

The Puentes, even though they have been intruded upon by development, are as rugged as the Chinos, particularly in the interior, and similar natural conditions prevail. In both instances, large-scale development in the hills would entail higher than normal public and private costs due to the problems associated with topography, geology, soil conditions, and the present lack of services.

The areas of the San Jose Hills which remain undeveloped have extremely steep slopes (30 to 50 percent) and can be developed only after extensive grading takes place. Those lands in the San Jose Hills which can be developed without grading already have been largely put to use, although a few parcels remain open.

As with any major open-space area located on the fringes of a large metropolitan complex, land costs in the Puente and Chino Hills vary considerably. This is particularly true for the Puentes where several large parcels are being held for speculative purposes — usually residential development.

There has been little recent activity in the hills involving the transfer of large parcels of land. In 1973 the city of Brea acquired 90 acres of land in the Puentes south of Rowland Heights. The parcel had a fair market value of \$325,000 (\$3,600/acre). At about the same time, Los Angeles County acquired 300 acres of land south of Pomona Freeway for park purposes. Purchase price was \$3,700,000 (\$12,300/acre). More recently (May 1976) appraisals done in the Puentes came up with the following land costs: \$14,000/acre for land which is developable without grading and located near existing road access; \$3,000/acre for land located in the interior of the hills which would require grading before development could take place.

While the links are recognized by local governments and SCAG as key elements of potential regional open space for general recreation, none of these jurisdictions believe the entire complex should be acquired for park purposes. Selective measures available to local government seem to be the most logical and efficient way to protect the open-space values of the hills.

Significance of the Site

The terrain for the most part imposes limitations on intensive recreational development without extensive reshaping of the lands. However, it is suited to nonfacility-oriented recreation such as hiking, riding, and picnicking. In line with providing for connected recreational facilities, it should be noted that these hills adjoin the large Bonelli recreation area on the northeast, the Whittier Narrows area on the northwest, and the Prado Dam area on the south. Interesting trail systems could be developed between these established facilities.

The local opportunity for hiking and possibly nature trails could be developed, and selected small areas could be identified and reserved for their local recreation/park potential.

Perhaps the greatest value of these hills lies in the visual and open-space relief they give to the intensively developed areas at their feet.

The areas are accessible to 85 percent of the study area population within 1 hour's driving time.

Limitations

As indicated above, terrain for the most part is too steep for intensive development without severe grading. Also, the exposure to wind and sun on the unprotected slopes could be unpleasant. The type of recreation that these hills lend themselves to without extensive disruption can be abundantly provided in other nearby areas, such as the various units of the National Forest System and the western hills complex described above.

Other limitations are soil instability and fire hazard.

Very little of the Puentes or the Chinos is now in public ownership. Los Angeles County recently acquired Otterbein Park, a 600-acre site between Hacienda Heights and Rowland Heights south of the Pomona Freeway. The county has also acquired a 1,300-acre sanitary landfill site situated southeast of the intersection of the Pomona Freeway with Interstate 605. The city of Brea has picked up a former Nike-Ajax missile site plus road access covering 90 acres, and plans to develop the site for recreational purposes pending approval of a development plan. In the southern part of the Chinos, the U.S. Army Corps of Engineers' Carbon Canyon Dam has 80 acres of lands operated by Orange County for recreational purposes. The entire flood-control project area takes in 350 acres.

Summary

Primary value of these hills is to provide dispersal areas for hikers or riders starting from bases in the abovementioned recreation areas, particularly campgrounds in the Prado Dam area, and for the development of local recreation for nearby municipalities. Planning should be done and arrangements made in the near future

to ensure reasonable greenbelts for visual relief, connected trail systems, and other appropriate recreational development.

MILITARY PROPERTIES

Military lands would present additional open-space opportunities in the Los Angeles study area in the event they became surplus to military needs and could be made available to other agencies for park purposes. Those thought to have particular potential for recreation uses regardless of their present availability are, in order of potential, as follows:

Los Angeles County

U.S. Naval Base Shipyard and Reservation at Long Beach. This 1,030-acre facility is the home of the Pacific Fleet and is a vital link in the Pacific defense system. Any property surplus from this facility would provide valuable marine-oriented open space with great opportunities for pleasure-boat support facilities.

Miscellaneous.

Smaller reservations total about 840 acres. Several of these smaller properties are located within or on the outskirts of the urban area, and as such have potential for recreational use.

San Clemente Island Naval Test Site. This facility encompasses the entire 36,100-acre San Clemente Island southwest of Catalina Island, 60 miles offshore from Los Angeles Harbor. Its outstanding coastal marine life zones should be protected with sound resource management practices. At present it is sporadically used for munitions test purposes.

The potential value of this site is lessened considerably by the distant offshore.

Edwards Air Force Base. Located in northern Los Angeles, southern Kern, and western San Bernardino Counties, this large base is the site of many Air Force test programs. Approximately 46,400 acres of the total area are located in Los Angeles County's desert landscape province. The area may have potential for desert recreation.

Again, the distance from the urban core lessens the value of the property, and the abundance of desert recreation opportunities within similar travel time lessens the need for this type of facility.

Ventura County

Pacific Missile Range. Located around and behind Mugu Lagoon at the extreme northern end of the Santa Monica Mountains, this 4,500-acre naval station contains

missile testing facilities and an airfield. The base encompasses 7 miles of sandy beaches which are closed to the public. The base also encloses Mugu Lagoon and its ancillary wetlands which comprise the only undisturbed natural estuary remaining on the Pacific Coast between Santa Barbara and the Mexican border. Preservation of the lagoon has been identified as an extremely important consideration. The remainder of the property has considerable potential for recreation use in the event that it becomes surplus to military needs.

U.S. Naval Battalion Construction Center. This approximately 1,200-acre property is located at the southwest edge of the city of Oxnard on the Port Hueneme Harbor. It is not anticipated that this important naval facility will be declared surplus in the near future, but if portions of the land became available they would make a valuable addition to the recreation capabilities of the Oxnard area.

Orange County

Seal Beach U.S. Naval Ammunition and Net Depot. This approximately 4,500-acre property is located on Anaheim Bay and surrounded by the densely populated area of northern Orange County. The upper reaches of Anaheim Bay are still in fairly natural condition and are protected by the Seal Beach Wildlife Refuge. The primary use of the area is for storage of military materials in preparation for shipment overseas. It has been lightly used since the Vietnam War. The land is level, for the most part unencumbered by buildings, and any part declared surplus would be an important adjunct to recreation properties in the county.

Los Alamitos Naval Air Station. This property is now used only as an armed forces reserve training center. It is located just north of the above-described property, and encompasses approximately 1,300 acres. It is adjoined on the north by open space in the Los Alamitos Race Track and Golf Course, and the safety zone at the end of the runways. Again, this important potential recreational resource should be acquired if declared surplus. There is also the possibility of some compatible uses being worked out.

Santa Ana U.S. Marine Corps Air Facility. This property includes about 1,800 acres and is located about 3 miles southeast of Santa Ana.

El Toro Marine Corps Air Station. This property is about 2,400 acres and is located about 5 miles east of the previous listing.

Both of these last two units have similar potential to the previous properties, but they are less centrally located with respect to population density.

It would seem possible that these military air facilities could all be consolidated into one unit, possibly in the vicinity of El Toro or some other less densely populated area and thus free others for recreational use.

San Bernardino County

Norton Air Force Base. This 1,600- to 1,700-acre facility is located adjacent to the city of San Bernardino and fronts the Santa Ana River for about 4 miles. It would make a valuable recreational resource if declared surplus.

San Bernardino County also contains vast military areas for which little information has been developed. These include the Naval Weapons Center at China Lake and the Fort Irwin Military Reservation in the northwest corner of the county, comprising at least 200,000 acres, and the Marine Corps Training Center just north of Joshua Tree National Monument which covers about 100,000 acres. The China Lake property has an active public recreational program, and these compatible uses could probably be extended significantly if necessary, but the vast areas of public land surrounding these reservations could for the most part provide opportunities for desert recreation equally well. Because of the general remoteness of these areas from the center of population and the availability of similar alternate sites, they are not considered of high potential at this time.

Riverside County

March Air Force Base. This facility, located about 7 miles southeast of downtown Riverside, includes about 10,000 acres of land. Its location would make it a valuable recreational asset in the event it should be declared surplus.

Mira Loma Air Force Station. This facility includes about 600 acres and is located about 10 miles west of the city of Riverside. In combination with March Air Force Base and other military air facilities in the region, this station could become a significant property for recreational use at some future date.

San Diego County

Although not included in the study area, Camp Pendleton borders on the SCSA and its significant potential for recreation makes its discussion here necessary.

Camp Pendleton. Camp Pendleton consists of more than 100,000 acres of prime land in the extreme northwestern corner of San Diego County with a coastal exposure of about 16 miles. This vast area is for the most part undeveloped. A broad strip along the coast is extremely developable land, and recreational and environmental values should be protected if this land is declared surplus. In the interim, compatible public recreational use of the coastal portion would seem practical.

BOLSA CHICA SALT MARSH

Definition of the Area

The Bolsa Chica is almost 2,000 acres of open space inland of the Pacific Coast Highway between Huntington and Golden West Street near Huntington Beach, Orange County.

Description of the Area

Most of the area is marshland that provides habitat for many species of birds and marine life. The Bolsa Chica salt marsh is also a breeding ground for many small sea organisms which make up the beginning of the food chain.

Before 1899, a natural ocean entrance was located near Warner Avenue. In that year, a dam was constructed by the Bolsa Land Company to stop the tide from entering the inner marsh. This was done so that the marsh would become less salty and attract more freshwater fowl for the Bolsa Chica Gun Club which leased the property. Due to the lack of tidal action, the entrance then naturally filled with sand.

Significance of the Site

The area is heavily altered by the process of oil extraction, but is thought to be restorable to a natural condition by clean-up and reopening of the natural entrance.

The Coastal Zone Conservation Commission has recognized the Bolsa Chica area as the largest and most ecologically valuable restorable marshland in southern California. The commission has recommended state acquisition of the Bolsa Chica area for marsh preservation and recreational open space.

In 1973, the state of California entered into a land-exchange agreement with Signal-Landmark Properties, Inc., the major private landowner in the Bolsa Chica. Through the exchange, the state gave up title to all but 300 acres of Bolsa Chica marsh and tidelands. Signal agreed to lease the state an additional 230 acres which would be transferred to the state if a navigable channel to the Signal-owned properties was constructed with government funds to allow construction of a high-density Marina del Rey-type development of approximately 8,000 units, 4,000 boats, and up to 30,000 people. The cost for the channel dredging and bridging of Pacific Coast Highway has been estimated in excess of \$50 million, considerably more than simply purchasing the 230 acres.

A citizens' group called the Amigos de Bolsa Chica are actively advocating the restoration and preservation of the Bolsa Chica as ecological and recreational open space. They question the validity of the 1973 land exchange and are working to return the property to public ownership.

The area is adjacent to Huntington Central Park, and the county is working on plans to connect this area to whatever development comes to the Bolsa Chica. They have identified most of the area as open space in their open-space plan.

Summary

The opportunity exists to provide a significant natural preserve, an important recreational facility, or a successful commercial venture. The *California Coastal Plan* recommends that priority be given to restoration of the wetlands over residential or marina development, with low-density recreation on the periphery.

AIRPORT DUNES/OIL REFINERY AREA

Definition of the Area

The Airport Dunes is an area of nearly 450 acres between the west end of the Los Angeles International Airport and Dockweiler State Beach. Adjacent to the Airport Dunes on the south is a 100-acre sewage disposal plant, and south of that is the El Segundo Oil Refinery of about 1,200 acres.

Description of the Site

The Airport Dunes, although severely disturbed, are the last remaining example of coastal dunes in Los Angeles County. Several blocks of residences once occupied about one-fourth of the site, but they were purchased and removed by the Airport Authority to form a clear zone at the western end of the airport. The refinery property is intensively developed for the most part, but some relatively open areas appear along the south side. There is a small golf course and driving range located near the east side.

Significance of the Site

The formerly developed lower portion of the Airport Dunes area could provide a valuable 100-acre park addition to Dockweiler Beach. The remainder of the site should be restored to a natural condition. The short-term significance of the oil refinery property is probably nil. Time constraints precluded a detailed study of this facility, but possibly some compatible use might be made for recreational purposes along the periphery of either the beach side or adjacent to the golf course. The real value of the property lies in the possibility that at some future date depletion of oil fields in the area will render this facility obsolete, and thus make 1,200 acres of reasonably level and conveniently located property available for development.

Summary

The Airport Dunes area could be an almost immediate adjunct to Dockweiler Beach; the refinery property is a valuable potential resource for future recreational purposes.

PALOS VERDES/FORT MAC ARTHUR

Definition of the Site

The Palos Verdes Hills form a peninsula overlooking the Los Angeles Harbor at the extreme southern tip of Los Angeles County. About one-third of this peninsula is within the confines of one of the arms of the city of Los Angeles; the remainder is in the incorporated areas of Rancho Palos Verdes, Palos Verdes Estates, Rolling Hills, and Rolling Hills Estates, with a scattering of small unincorporated parcels under the jurisdiction of Los Angeles County. The Palos Verdes portion of the site, about 300 acres, adjoins two regional parks totaling about 180 acres — Palos Verdes Shoreline

Park and Friendship Park — and is located along the bluffs facing south-southwest toward the Pacific Ocean. Fort MacArthur formerly consisted of three separate areas, the most westerly of which has been made into White Point Regional County Park. The other two parcels, called the Upper Fort and the Lower Fort, are located respectively on the bluffs at the extreme southern tip of the peninsula, and on the east side at a lower elevation overlooking Los Angeles Harbor. The total acres of these two parcels is approximately 220.

Description of the Site

The coastal cliffs along this area are about 160 feet high, and frequently unstable. Vegetation is coastal sage/scrub and coastal strand. They offer ideal roosting and feeding sites for numerous shorebirds, gulls, and other seabirds, including the endangered brown pelican. The bluff tops are generally abandoned agricultural fields, and are utilized by many species as wintering/feeding grounds. In addition to former agricultural uses, the site has deteriorated because of pedestrian traffic and the encroachment of urban development.

The two portions of Fort MacArthur have been severely altered, for the most part by military building. The installation has been declared surplus by the military and turned over to the Interior Department for disposal. The city of Los Angeles has been in the process of acquiring about half of the Upper Fort for park purposes, and the Los Angeles Unified School District has plans for expansion of the school system in the other half.

A portion of the Upper Fort includes the Korean Friendship Bell, a gift from the people of Korea, and adjacent to this site is the 20-acre parcel containing the historically significant Osgood/Farley Battery. This battery is of first order significance and should be nominated for national landmark status.

Significance of the Site

The Palos Verdes section provides a source of potential parkland for a still developing area of the county, and both the county's significant ecological areas study and the *California Coastal Plan* recommend protection of the cliffs and the area above them. The Fort MacArthur property not presently acquired would add to the resource base for recreational development.

Limitations

Portions of the area are steep, and unstable cliffs could be dangerous.

Summary

The sites should be studied further to determine their full potential, but they would appear to represent a significant resource for recreational development and open-space preservation.

LAKE MATHEWS

Definition of the Site

Lake Mathews is located in the hills about 8 miles south of the Arlington area of the city of Riverside in Riverside County. The property is owned by the metropolitan water district and is in excess of 8,000 acres.

Description of the Site

Lake Mathews is the largest freshwater lake in southern California, consisting of approximately 3,400 acres when completely full. The lake has numerous islands and inlets, especially along the southerly shore. The surrounding topography is rolling, with scattered rocky outcropping; juniper groves, along with grassland and coastal sage and scrub, are common.

The lake has been closed to public access since its construction and because of this inadvertant protection has become a principal wildlife preserve. Thousands of ducks and geese shelter on the lake during the winter, along with numerous hawks and eagles. The site is reported to be the only place in southern California where the American bald eagle winters.

Development Potential

The California Department of Fish and Game, the metropolitan water district, and the county parks department are conducting a study of the lake in regard to the fish and wildlife aspects of the reservoir. The principal concentration of the study is in regard to the bald eagle habitat.

One of the objectives will be to determine what kind of recreational use might be permitted and at what times of the year without endangering the eagle habitat.

One of the reasons that the reservoir has been kept closed is the water district's policy to avoid contamination of the water. Since 1976, state project water has blended into the region's water supply, requiring additional treatment for public health reasons. This additional treatment may be sufficient to allow recreational use of the lake.

Minimal use of the area in the interim would seem to be feasible. Possibilities suggested by the parks department are a wildlife viewing area, picnic area, riding and hiking trails, a satellite lake on adjacent land, and possibly limited fishing and boating on the lake itself.

Summary

There is clearly a tremendous potential for recreational use of the Lake Mathews area, if it is determined that this is a better use than continued strict preservation, and if water district policies change.



NATIONAL URBAN

RECREATION STUDY

APPENDIXES / BIBLIOGRAPHY

APPENDIX A: STUDY AREA BACKGROUND DATA

SOCIOECONOMIC CHARACTERISTICS AND TRENDS

Population and Socioeconomic Profiles

Tables A1, A2, A3, and A4 summarize major population and socioeconomic data pertaining to the study area.

**TABLE A1: POPULATION: LOS ANGELES/LONG BEACH/ANAHEIM SCSA,
CONSTITUENT SMSAs, COUNTIES, CORE CITIES, AND CASE-STUDY JURISDICTIONS**

	1960	1970	1975
SCSA	7,751,616	9,972,037	10,316,600
SMSAs			
Los Angeles/Long Beach	6,038,771	7,032,075	6,944,900
Anaheim/Santa Ana/Garden Grove	703,925	1,420,386	1,710,200
Riverside/San Bernardino/Ontario	809,782	1,143,146	1,223,400
Oxnard/Simi Valley/Ventura	199,138	376,430	438,100
Counties			
Los Angeles*	6,038,771	7,032,075	6,944,900
Orange*	703,925	1,420,386	1,710,200
Riverside*	306,191	459,074	526,600
San Bernardino	503,591	684,072	696,800
Ventura	199,138	376,430	438,100
Core Cities			
Los Angeles*	2,479,015	2,811,801	2,825,000
Long Beach	344,168	358,879	335,602
Anaheim	104,184	166,701	193,616
Garden Grove	84,238	122,524	118,454
Santa Ana*	100,350	155,710	177,304
Ontario	46,617	64,118	63,140
Riverside*	84,332	140,089	150,612
San Bernardino	91,922	106,869	102,076
Oxnard	40,265	71,225	86,506
Ventura	29,114	57,964	63,441

Source: 1970 Data: *Number of Inhabitants: U.S. Summary*, Bureau of the Census, U.S. Department of Commerce, Washington, D.C. 1971. 1975 Data: Unpublished 1975 Bureau of the Census Estimates.

*Case-Study Jurisdictions

**TABLE A2: HOUSEHOLDS, POVERTY, AUTOMOBILE OWNERSHIP, AND
UNEMPLOYMENT: TOTAL SCSA, CONSTITUENT SMSAs, COUNTIES, AND
CORE CITIES – 1970**

	No. of Households	% Below Poverty Line	% Not Owning a Car	% of Labor Force Unemployed
SCSA	3,337,095	11	12.9	6.0
SMSAs				
Los Angeles/Long Beach	2,431,981	11.8	15.0	6.2
Anaheim/Santa Ana/Garden Grove	436,120	7.4	5.4	5.4
Riverside/San Bernardino/ Ontario	362,525	13.5	9.4	5.9
Oxnard/Simi Valley/Ventura	106,469	9.4	6.2	5.9
Counties				
Los Angeles*	2,431,981	11.8	15.0	6.2
Orange*	436,120	7.4	5.4	5.4
Riverside*	150,504	14.3	9.6	5.7
San Bernardino	212,021	13.0	9.3	6.1
Ventura	106,469	9.4	6.2	5.9
Core Cities				
Los Angeles*	1,027,374	14.0	20.0	7.0
Long Beach	142,489	13.6	19.0	6.3
Anaheim	53,384	7.2	5.1	5.8
Garden Grove	35,400	5.9	3.3	5.8
Santa Ana*	47,663	10.7	9.8	6.2
Ontario	20,186	13.8	11.0	6.9
Riverside*	44,140	12.2	9.3	5.2
San Bernardino	35,528	16.3	15.6	6.4
Oxnard	20,028	12.0	7.5	6.2
Ventura	18,657	9.3	9.6	4.6

Source: *Characteristics of the Population*, Bureau of the Census, U.S. Department of the Commerce, Washington, D.C., 1971.

*Case-Study Jurisdictions

TABLE A3: INCOME OF FAMILIES AND UNRELATED INDIVIDUALS: SMSAs, COUNTIES, AND CORE CITIES – LOS ANGELES/LONG BEACH/ANAHEIM SCSA, 1970

SMSAs	Median	Mean
Los Angeles/Long Beach	\$10,972	\$12,783
Anaheim/Santa Ana/Garden Grove	12,245	13,675
Riverside/San Bernardino/Ontario	9,272	10,478
Oxnard/Simi Valley/Ventura	11,162	12,054
Counties		
Los Angeles*	\$10,972	\$12,783
Orange*	12,243	13,675
Riverside*	8,997	10,427
San Bernardino	9,439	10,513
Ventura	11,162	12,054
Core Cities		
Los Angeles*	\$10,535	\$12,764
Long Beach	10,282	11,804
Anaheim	11,809	13,077
Garden Grove	11,793	12,525
Santa Ana*	10,115	10,966
Ontario	9,617	10,271
Riverside*	10,651	11,914
San Bernardino	8,658	10,093
Oxnard	9,892	10,751
Ventura	11,552	12,742

Source: *Characteristics of the Population*, Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1971.

*Case-Study Jurisdictions

**TABLE A4: AGE AND RACIAL MINORITY COMPOSITION: SMSAs,
COUNTIES, AND CORE CITIES – LOS ANGELES/LONG BEACH/ANAHEIM SCSA, 1970**

	Medium Age	% Under 18	% Over 65	% Black and Other Races
SMSAs				
Los Angeles/Long Beach	29.2	32.1	9.3	14.6
Anaheim/Santa Ana/Garden Grove	26.2	36.8	6.9	2.7
Riverside/San Bernardino/Ontario	27.6	35.0	11.0	6.5
Oxnard/Simi Valley/Ventura	25.1	39.5	6.5	4.0
Counties				
Los Angeles*	29.2	32.1	9.3	14.6
Orange*	26.2	36.8	6.9	2.7
Riverside*	29.4	33.8	13.2	6.9
San Bernardino	26.6	35.9	9.5	6.2
Ventura	25.1	39.5	6.5	4.0
Core Cities				
Los Angeles*	30.0	30.2	10.1	22.8
Long Beach	32.7	24.5	14.0	8.2
Anaheim	26.3	35.0	6.1	1.9
Garden Grove	24.9	39.4	4.7	2.1
Santa Ana*	24.9	37.6	7.5	7.0
Ontario	25.8	37.4	8.4	3.1
Riverside*	26.1	34.9	8.5	6.9
San Bernardino	28.3	33.7	11.0	16.3
Oxnard	23.5	40.5	5.3	10.6
Ventura	28.9	33.9	9.7	2.1

Source: *Characteristics of the Population*, Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1971.

*Case-Study Jurisdictions

Recent Socioeconomic Trends

From 1960 through 1975, the population of the Los Angeles/Long Beach/Anaheim SCSA increased over 30 percent. Orange and Ventura Counties received the most significant increases during that period — 143 percent and 120 percent respectively. The city of Los Angeles grew a modest 10 percent, and both Riverside and Santa Ana increased by over 75 percent. The spectacular post-war growth of the region has leveled off recently, and from 1970 to 1975 the SCSA grew by less than 4 percent. Both the city and county of Los Angeles declined in population (1970-75) for the first time in their histories, with the overall population increase occurring in the surrounding counties.

The increase in population since 1960 has been accompanied by a predictable loss of open space. The major impact of the growth in population has been felt in the formerly agricultural areas surrounding Los Angeles County. The physical impacts of housing construction and the provision of the requisite infrastructure can also be seen in massive cut-and-fill operations and in terracing on extremely steep and unstable hillsides.

The growth in population has meant an increase in the number of automobiles. Due to this and industry, the quality of the air resources of the region has deteriorated, and the smog has spread even to once pristine airsheds hundreds of miles away. The air quality is so poor on occasions that health advisories are issued that suggest a curtailment in physical activity.

As elsewhere, the urban cores of this SCSA have experienced an increase in the proportion of racial and ethnic minority groups, as many whites have fled to the suburbs. Public assistance has grown considerably too. Four in every ten persons in Los Angeles County receives some form of public assistance.

Economically, the Los Angeles area has achieved preeminence in the past decade as the commercial and financial center of the West Coast. The once-blighted civic center area of Los Angeles has been transformed into a modern and clean business and government center, with considerable numbers of hotels and other supporting services. Other areas in the city, principally Century City in western Los Angeles, are gaining prominence as centers of commerce and finance. At the same time, new centers of financial activity have sprung up in the surrounding counties particularly Orange County.

The Future

A continued growth in population in the study area can be expected, resembling the pattern of the past 15 years, but at a slower rate. The character of development appears to be shifting toward higher density. Condominiums are becoming extremely popular in

the suburbs. A larger population base will live in an environment of higher density and diminishing open space.

Almost total reliance on the private automobile is a trademark of the southern California life-style. Should there be, as many experts predict, a shortage of energy resources in the near future, then residents of the study area will be limited in their ability to travel in order to satisfy their recreational needs. Given higher density living and less mobility, the need for close-to-home leisure-time opportunities will become ever more important.

PHYSICAL SETTING

The Los Angeles region contains many prominent physical features; the high mountain ranges, desert areas, and the sea come together to create a complex and varied natural setting. The numerous mountain ranges — the San Gabriel, Santa Susana, Santa Monica, Verdugo, and other hill components — generally extend from west to east. Between these mountain ranges and the Pacific Ocean lie the expansive coastal lowlands which contain nearly all urban development with the region. The broad high desert area, the Mojave, extends to the north of the mountains.

The Pacific coastline, with its wide sandy beaches, is a prominent recreational feature. Lying offshore are California's eight Channel Islands.

The climate of the coastal lowlands is Mediterranean in nature and is characterized by warm, dry summers and mild winters. The central mountains have warm, dry summers and cool, wet winters; intermittent snowfalls are also common, and most of the rainfall is concentrated within the mountainous areas. The high desert areas endure long hot summers, short cold winters, and sparse amounts of rain or snow.

The unprecedented population growth of the area has been largely confined to the coastal lowlands. Urbanization has encroached upon the hilly regions as well as into the high desert areas. Open spaces or greenbelts are either inadequate in size or totally lacking in the areas where they are most needed — densely settled, older inner-city areas. Along the periphery of the urban area, open lands still exist, but haphazard and scattered housing and commercial developments are interspersed among them.

During the decades of high immigration into the area (1930-1960), people of different racial, economic, and educational backgrounds settled in the region. Consequently,

many distinct and separate homogeneous communities formed. In many ways this urban growth has provided new opportunities for its residents, but it has also created a complex environment, burdened with social, economic, physical, and governmental problems.

Until the recent suburban explosion (1950-1960), the Los Angeles area was one of the most highly productive agricultural regions in the state. In the outer regions of the four SMSAs, agricultural areas still exist. The more prominent areas include the Oxnard coastal plain in Ventura County, areas adjacent to the city of Riverside, and large acreages in the southern portion of Orange County.

Transportation networks have played a major role in determining the location and growth rate of the urban communities within the Los Angeles region. During the development stage, residential and industrial development was concentrated along railroad routes. With the advent of the automobile, urban growth expanded into the surrounding areas encompassing most of the coastal lowlands and portions of the desert. In recent years a continuous decline in public transportation systems has occurred, and these systems have been greatly overshadowed by use of the private automobile. The famous Los Angeles freeways give testimony to this fact.

HISTORICAL SUMMARY OF RECREATIONAL SERVICES

Los Angeles County's first park was 24 acres, donated by Allen Hancock in 1918. Originally, the park and recreation function was sporadic and evidenced little public interest and support. It was not until 1944 that the county established a department of parks and recreation. At its initiation, the department operated a total of 26 local parks in the unincorporated areas of the county and six regional recreational areas. Today, the department serves approximately 7 million residents of Los Angeles County through a diversified system of regional recreational parks involving approximately 54,000 acres. In addition, the agency manages 122 local parks, wildflower/wildlife sanctuaries, 150 miles of hiking and riding trails, 47 swimming pools, 18 golf courses, the Pilgrimage Theatre, and the Hollywood Bowl. Santa Catalina Island's 50-year open-space agreement made available an additional 41,000 acres for public park use in 1973, and more than doubled the county's inventory of park acreage.

The Los Angeles City Recreation and Parks Department is one of the largest city recreation and park agencies in the nation. The agency had its origin in a department of parks which was established in 1889. In 1947, Los Angeles combined agencies and established a department of recreation and parks. Today, the department manages 273 parks which include 14,117 acres. There are eight large regional parks, and 20 other regional park areas which altogether account for a major percentage of the department's total park acreage. The department manages 28 recreational centers,

52 swimming pools, 14 golf courses, eight camps, and 170 miles of hiking and riding trails.

The original Orange County Park Department, which later merged with the Harbors Department and was recently incorporated into the Environmental Management Agency, received its start in 1897 with the donation of a 186-acre site by James Irvine. The site, known as Irvine Park, remained the only county park for approximately 50 years. Then, in 1948, the O'Neill family donated acreage for a park site in Trabuco Canyon, and in 1963 they donated additional land for the 398-acre O'Neill Park.

Since the adoption of the first master plan of regional parks in 1963, eight park sites have been added to the original two-park system to bring the total regional park acreage to approximately 10,000 acres. These regional parks include harbor and beach areas as well as inland park sites. In addition, the department has approximately 40 local parks scattered throughout Orange County.

Santa Ana's original park department had its beginning very early in the 1900s. Birch Park was the first park to be donated to the system in 1910. This was followed by the 2-acre acquisition of Fisher Park in 1932 and 30 acres for Santiago Park in 1936. These three parks comprised the entire system well into the middle 1940s. During these formative years, maintenance was the primary function of the department. In 1952, the park department merged with the newly created recreation department to form the presently known Santa Ana Recreation and Parks Department.

Today, this agency manages 38 parks encompassing 355 acres. In addition, the department operates a municipal stadium, the Cabrillo Tennis Center, the Prentice Park Zoo, five swimming pools, and its own nursery for the cultivation of nursery stock.

The Riverside County park system was conceived in 1921 with the establishment of Idyllwild Park in the San Jacinto Mountains. Prior to 1960, the county road department was responsible for park development and operation. Since 1960, the parks department has grown rapidly and now includes a total of 29 parks throughout the county.

From early settlement days, the citizens of Riverside have long held a special interest in trees. Early colonists to the area introduced many different varieties of trees, and because of the Spanish architectural influence, palms, eucalyptus trees, and roses line the streets. Tree-planting projects were always a favorite with community members, and a warden was appointed to ensure their enhancement and protection. Interestingly, Riverside's Park and Recreation Department evolved from these rudimentary activities. White Park, a 5-acre site, was the system's initial park. This park is located in the original Mile Square (civic center) area. The large 200-acre Fairmount Park was later added in the northern part of the city. Today, the department manages 30 parks, which total 500 acres.

APPENDIX B: EXISTING PARK AND RECREATIONAL RESOURCES INVENTORY

FEDERAL AREAS

National Parks

There are three national park areas in the study area: Joshua Tree National Monument (547,531.26 acres), Channel Islands National Monument (18,384.97), and a small portion (92,000 acres) of Death Valley National Monument. All of these areas are classified as "outstanding natural areas," and the primary management objective is preservation of the natural environment, with compatible types and levels of visitor use. Death Valley and Joshua Tree National Monuments are rugged mountain/desert parks with spectacular scenery and extensive existing or proposed designated wilderness. The Channel Islands are generally open, rolling grasslands and brushlands with steep cliffs along the shores.

None of these areas is readily accessible for Los Angeles metropolitan area residents. Death Valley is about 5 hours away from central Los Angeles, Joshua Tree about 3 hours, and Channel Islands at least 2 depending on the method of travel.

The portion of Death Valley within the study area has few visitor facilities; about 18 miles of road are kept in good condition. Joshua Tree has 120 miles of roads, 45 miles of trails, nine campgrounds, two visitor centers, and three picnic areas available for visitor use. Channel Islands has 8 miles of trails, two small campgrounds, two ranger stations, and two anchorages.

Visitor activities at all three areas are generally in harmony with the natural environment: sightseeing, hiking, nature and cultural history study, and camping. At Channel Islands there is also fishing and scuba diving.

All facilities are in reasonably good condition, although in recent years personnel ceilings, budgetary restrictions, and inflation have forced reduced maintenance, which has resulted in a gradual deterioration of structures.

Although these areas have in excess of 657,000 acres open to the public, their relatively remote locations, as well as their primary management objectives, tend to limit their potential for providing significant urban recreational opportunities.

National Forests

Within the study area there are portions of four national forests: Los Padres, Angeles, San Bernardino, and Cleveland. These forests are multi-purpose areas that are managed both to conserve and permit utilization of the natural resources they contain. Timber harvest is a relatively unimportant function. Grazing and mineral extraction take place, and numerous recreational opportunities are provided. However, in this arid but densely populated region, the most important function, particularly in the

Angeles and the Los Padres National Forests, is the maintenance of the watershed for the supply and protection of the valleys below.

The terrain is for the most part steeply mountainous, and vegetation includes open grassland and chaparral at lower elevations, scattered oak at mid-ranges, and coniferous forests at the highest elevations.

Los Padres National Forest, located in the western portion of the SCSA, offers significant recreational sites within about 75 miles of central Los Angeles (2-3 hours by car). Primary visitor activities are sightseeing, hiking, fishing, camping, and riding. Visitor facilities include 60 miles of surfaced roads, more than 200 miles of maintained trails, nearly 400 campsites, and 50 picnic sites.

Angeles National Forest is a major provider of recreational opportunities. Camping, hiking, hunting, fishing, sightseeing, and nature study are all possible there, as are winter sports. Facilities include 38 picnic sites, over 600 acres of campgrounds with 1,300 campsites, 499 miles of riding and hiking trails, and 6,400 parking spaces. Visitation in 1970 was approximately 4 million people.

San Bernardino National Forest is one of the most scenic forests in the study area, and is the most heavily used area in the national forest system (6,012,900 visitor-days use in FY 1976). The use takes many forms, complemented by developments such as campgrounds, picnic areas, ski areas, organization camps, and recreation residences. Dispersed use occurs on the many roads and trails and within the wilderness and other undeveloped areas. San Bernardino National Forest contains 55 campground, 13 picnic areas, seven resorts, 35 organization camps, 40 recreation residence tracts, and six ski areas. Also available for use are 1,330 miles of roads and 547 miles of horse, foot, and off-road vehicle trails. In addition, there are three wilderness areas covering 64,230 acres, one roadless area of 15,974 acres, and one scenic area of 7,510 acres.

Cleveland National Forest provides for similar recreational activities. The forest has 460 individual campsites and group camps with a capacity of 750. There are 80 miles of horse and foot trails.

Public Lands Administered by the Bureau of Land Management

By far the largest amount of land open to public recreation in the SCSA is that managed by the BLM. The Bureau has set aside 19 national recreation areas in the California desert which provide a variety of outdoor recreational opportunities. These areas are, however, only a portion of the 12 million acres of desert public lands managed by the BLM. Several million visitor-use days of recreation, mostly by metropolitan area residents, take place on these desert lands each year. Desert use is expected to increase as open space continues to diminish in the Los Angeles metropolitan region.

Desert lands are extremely fragile, and recreational capacity is relatively low.

With sufficient visitor management, however, the desert can accommodate several times

the present use rate. The land consists of high and low desert, and rugged mountains, which offer outstanding opportunities for sightseeing, hiking, camping, and other natural-area activities. It also has potential for regulated off-road vehicle use. Present uncontrolled off-road vehicle use — the result of a shortage of ranger personnel to supervise this activity — is causing a rapid deterioration of the resources, despite the agency's stated belief that multiple use is a prime management objective.

The BLM maintains 11 developed campgrounds in the desert and operates a way-station (visitor center) in Barstow, California.

U.S. Army Corps of Engineers Areas

This agency is actively engaged in the construction of reservoirs, flood-control structures, and harbor facilities, frequently including recreational facilities that are compatible with them. Completed areas are administered by the Corp's recreational resource management personnel, and in some cases are operated and maintained by the Corps. However, the majority of new projects are operated and maintained by local agencies or organizations under Corps' supervision and guidance.

Bureau of Reclamation Sites

The Bureau of Reclamation is engaged in the construction of dams, canals, and other appurtenant facilities for the purpose of water resources management. Compatible recreational facilities are considered in development schemes. Completed facilities that provide recreational opportunities are usually operated and maintained by other agencies or organizations. The Bureau of Reclamation is only authorized to operate facilities in cases where no other agency can feasibly accept the responsibility.

Bureau of Indian Affairs Reservations

Nine reservations totaling 136,000 acres provide several hundred campsites as well as hunting and fishing opportunities.

Wildlife Refuges

The U.S. Fish and Wildlife Service manages the Havasu Lake National Wildlife Refuge, providing over 400,000 visitors annually with 30 acres of picnic areas, 1,000 campsites, 530 boat slips, and numerous opportunities for fishing and hunting. About 1,830 parking spaces are available. The area contains 17,754 acres, of which 9,511 are water.

STATE AREAS

Variety and Types of Area

State parks are in general large areas of relatively natural land that include recreational development of the type found in national parks and national forests. The terrain is almost certain to be one of the less readily developable land types in the study area: high mountain, desert, or coastal hill.

State historical parks are usually small areas that have been set aside for the preservation of specific buildings. Notable exceptions are El Pueblo de Los Angeles, which preserves more than 40 acres of buildings and a segment of the old Mexican Quarter (a street of old shops that provide typical goods and food-stuffs), and Will Rogers State Historic Park, which covers 187 acres and provides opportunities for horseback riding on the historic trails.

State beaches need little description, although some, such as Leo Carrillo State Beach (1,577 acres), have been expanded to include elements of a large state park. Some state beaches are operated by the county.

State recreation areas are generally large areas much like natural state parks (e.g., Providence Mountains State Recreation Area). Most recreation areas have been created recently through the monies provided by the 1970 Recreation and Fish and Wildlife Enhancement Bond Act; these are water-oriented developments on reservoirs.

Fish and Game Department areas are either fish hatcheries or fish holding ponds.

Location

As might be expected, the large areas in the state system generally lie outside the heavily developed urban areas (some of the historical sites are exceptions). Surprisingly, many of these large areas are within 1 hour's travel time of central Los Angeles: Leo Carrillo State Beach, 45 minutes; Point Mugu State Park, 1 hour; Castaic Lake, 1 hour; Topanga State Park, 45 minutes; Malibu Creek State Park, 1 hour. These areas total 30,000 acres. The accessibility of parks and recreation areas has been one of the state's major considerations in recent years, along with acquisition and development schedules. The intention is to spend as much of the state Proposition One (1974) funds for recreation opportunities within 1 hour's drive of population centers.

Of the state areas within the SCSA, Providence Mountains State Recreation Area (5 hours) and Salton Sea State Recreation Area (3.5 hours) are farthest away. All other major state areas are within 2 hours time of central Los Angeles.

Primary Visitor Activities

As indicated above, state parks generally provide opportunities that are similar to those found in national parks and forests: camping, hiking, picnicking, nature study, sightseeing, etc. Guided tours are conducted in Will Rogers House — a state historical park — and horseback riding is available in other such parks. Other historic buildings are also open to the public. Pueblo de Los Angeles, in addition to having buildings open to the public, includes a plaza where band concerts are held and places for sightseeing.

souvenir buying, and sampling of Mexican foods. The state beaches provide all of the beach opportunities expected in a favorable climate: sunbathing, swimming, scuba diving, fishing, picnicking, beach sports, and sometimes camping. State recreation areas normally provide for some type of inland water-oriented sport: fishing, swimming, waterskiing, sailing, or power boating; picnicking is a secondary activity. Visitor activities in Department of Fish and Game areas are limited to sightseeing and observing hatchery operations.

Visitor Facilities with the Study Area

- 76,142 acres of land open to the public
- 391 acres of beaches
- 76 miles of trails
- 1,766 campsites
- 915 picnic sites

Total Acreage: 76,142 acres

COUNTY AREAS

Los Angeles County – Department of Parks and Recreation

Variety and Types of Areas. The Los Angeles County parks and recreation department distinguishes three types of recreation areas under its jurisdiction: regional parks and recreation areas, neighborhood and community parks, and golf courses. It also manages eight wildlife sanctuaries. The neighborhood and community parks serve the recreational needs of the unincorporated parts of the county. When an area becomes incorporated, the parks are normally turned over to the new community. More than 50 former county parks are now operated by cities. **Regional parks and recreation areas** range in size from 3 acres to 41,000 acres, and in character from tiny picnic areas like Grape Arbor County Park to large, almost undeveloped wilderness areas like Devil’s Punchbowl County Park to intensively developed recreational areas like Victoria County Park. **Neighborhood and community parks** are local parks intended to be civic and cultural community centers and focal points of family outings. Seventeen **golf courses** by the county provide opportunities for golfing.

Location. With the possible exception of Catalina Island, all regional recreational areas are located within 1 hour’s travel time of central Los Angeles. Their relative accessibility depends to a great extent on the availability and cost of public transportation.

Primary Visitor Activities. As indicated above, the variety of recreational opportunities is tremendous in the county parks system. Three lakeside areas

(Apollo, Bonelli, Castaic) provide for boating, waterskiing, fishing, and swimming. Eight areas (Alondea, Arcadia, El Cariso, John Anson Ford, La Mirada, Will Rogers, Sportsman's, Victoria) are developed for intensive recreation: field sports, baseball, tennis, swimming, shuffle board, lawn bowling, handball, picnicking, and other sports. Ten primarily natural areas (Santa Catalina, Charlee, Eaton Canyon, Placerita Canyon, San Dimas Canyon, Tapia, Val Verde, Vasquez Rocks, White's Point, and Whittier Narrow) offer opportunities for group camping, picnicking, hiking, nature study, and horseback riding. Programs are provided at appropriate locations to meet the needs of senior citizens, children, the handicapped, and various ethnic and cultural groups. These programs include arts, theater, dance, music, and crafts. The department also organizes sports leagues.

Visitor Facilities.

- 32 regional parks and recreation areas
- 122 neighborhood and community parks
- 17 golf courses
- 8 wildlife sanctuaries
- 150 miles of riding and hiking trails
- 5 nature-study centers
- 21 day-camps for juvenile delinquents
- 1 1,300-seat public theater
- 1 17,256-seat amphitheater (the Hollywood Bowl)

Total Acreage. 71,953 acres

Los Angeles County — Department of Beaches

Variety and Types of Areas. Nearly all the beaches are wide strips of fine-grade sand between the ocean and permanent shore. Weather conditions generally permit year-round use. Heavy use occurs every day in the summer. Estimated annual visitation is 50 million.

Location. All of the county's beaches are within 1 hour's travel time of central Los Angeles, and are readily accessible by road.

Visitor Activities and Facilities. Surfing, sunbathing, volleyball, swimming, scuba diving, and surf fishing are the primary uses of beach areas. Most beaches have, and need, minimum development. Most provide parking, restrooms, lifeguard towers, and volleyball nets; some also have picnic facilities, playgrounds, and fishing piers. (NOTE: The county operates 23 beaches, although it owns only six of them. Others are owned by the state — 11, various cities — 4, the private sector — 1, and the U.S. Army — 1.)

Total Acreage. 1,020 acres

Orange County — Regional Parks (EMA)

Variety and Types of Areas. As with the Los Angeles County parks, the Orange County parks system has been expanding at a rapid rate since the late 1960s. From less than 600 acres in 1963, it has expanded to over 8,000 acres. Developments are being built so rapidly that it is difficult to make an accurate inventory. At least 19 regional parks are in operation, are being developed, or are in the acquisition process. Several others are being planned. As an indication of the level of activity, the 1976-77 acquisition and development program for regional recreational facilities lists \$990,000 for planning and design, \$10,848,820 for acquisition, and \$12,987,520 for development — a total of \$24,826,340.

Several types of regional facilities are in the system. **Regional activities parks** are those in which intensive recreational uses are provided such as sport centers, golf courses, playfields, swimming pools, and equestrian centers. Also there are small boat harbors (Newport, Dana Point), beach parks (Sunset Aquatic), and historic parks (Serrano). Inland water recreation is available at a number of reservoirs. There is a 45-acre lake at Laguna Niguel Park and smaller lakes at Mile Square and Carbon Canyon Regional Parks.

Location. Orange County is not large. All areas are within an hour of major population centers.

Visitor Activities and Facilities. The range of activities is broad. At nearly all operating parks there is picnicking; four areas have inland fishing; five provide ocean fishing; nature study can be enjoyed on five nature trails; there is group and family camping in four areas, boat launching for ocean boating in two areas, and nine playgrounds; and there are four hiking and four equestrian trails.

Total Acreage. Approximately 8,000 acres.

Orange County — Beaches

Variety and Types of Areas. Included are the city beaches. Development and description is almost identical to that for Los Angeles County.

Location. With the exception of about 1 mile in Newport Beach, public beaches are located almost continuously along the heavily populated northern half of the county. From Newport Bay south, public beaches are less frequently located. In all, about 60 percent of the Orange County coast is in designated public beaches.

Visitor Activities and Facilities. See Los Angeles County above for a description of activities. Many beaches in Orange County have fire pits spaced along

the inland side. Doheny and San Clemente State Beaches have a total of 270 individual campsites, group campsites, and group picnic areas.

Total Acreage. 69 acres.

Riverside County – Regional Parks

Varieties and Types of Areas. As with other counties in this study area, the need for more recreational open space is well known. Present acreage is more than 25,000, up from 1,500 in 8 years.

Parks in the county are classified into one or more of five categories: 1) scenic parks, 2) recreation areas, 3) special-use recreation facilities, 4) historic/archeological sites, and 5) equestrian, hiking, and bicycle trail systems.

Location. Park locations are described in four categories: 1) **western valley parks** – the largest group because this is the heavily populated portion of the county. There are 12 parks in this area, eight of which provide natural types of recreation, one is an off-road vehicle park, two are undeveloped, and one is an art and cultural center; 2) **mountain parks** – consisting of eight parks located in the mountains in the north and western parts of the county. All of these parks provide for outdoor recreation oriented to the mountain location, with the exception of one cultural center; 3) **desert parks** – located in the desert just east of the mountains. Two provide for natural types of recreation and the other two are undeveloped; 4) **Colorado River parks** – located along the Colorado River. Three of these five areas provide natural recreation oriented to the water, the other two are as yet undeveloped.

Primary Visitor Facilities.

- 915 picnic tables
- 1 day camp for 320 guests
- 1 regional lodge for 800 guests
- 4 boat-access campsites
- 10 hike-in campsites
- 1 300-guest group camp
- 1 1,299-guest organization camp
- 635 family campsites
- 111 trailer sites with hookups
- 55 rental boats
- 16 lanes of boat ramps
- 4 acres of swimming beach
- 258 miles of trails
- 640 acres for off-road vehicles

Total Acreage. 25,000+ acres.

San Bernardino County

Varieties and Types of Areas. There are ten areas: seven regional parks, one historic ghost town, one archaeological area, and one wildlife reserve. Six of the areas are located near water and feature water-oriented activities. Calico Ghost Town and Calico Dig are in the desert, and Morongo Wildlife Reserve is an oasis.

Location. Five of the areas are located in the heavily populated southwest portion of the county, the two desert areas are located in the vicinity of Barstow (about 65 miles north of San Bernardino), the Morongo Wildlife Reserve is located in the Morongo Valley just west of Joshua Tree National Monument (about 50 miles east of San Bernardino), and Park Moabi is located on the Colorado River (175 miles from San Bernardino).

Primary Visitor Activities. All of the areas feature natural recreation types of activities. The water-oriented areas have fishing, swimming, and boating, as well as riding, hiking, picnicking, camping, and nature study. Prado Regional Park has two golf courses. One can study history at Calico Ghost Town and archaeology at Calico Dig. The wildlife area has trails, picnic sites, and naturalist talks.

Visitor Facilities.

- 655 picnic sites
 - facilities for 345 group picnickers
- 331 family campsites
 - 1 200-person organization camp
 - 1 359-person group camp
- 21 hike-in camp sites
- 30 boat-in campsites
- 35 trailer sites with hookups
 - 6 lanes of boat launching ramps
- 150 rental boats
 - 4 acres of beaches
 - 1 swimming pool
 - 1 swimming lagoon
- 14 miles of trails

Total Acreage. 5,809 acres.

Ventura County

Varieties and Types of Areas. Ventura County provides 16 areas, five of which are ocean-oriented. There are three neighborhood parks with playfields, one community park, seven regional parks, five special activity facilities, two natural environment areas, and a riding and hiking trail.

Location. The areas are spread throughout the county, well located with respect to population.

Visitor Activities. Picnicking, camping, swimming, riding, and hiking are offered.

Visitor Facilities.

- 755 picnic tables
- 1 1,100-person capacity group camp
- 1 500-person day camp
- 1 450-person group camp
- 240 family campsites
- 25 sites with trailer hookups
- 4 acres of beach

**TABLE B1: CITY AND LOCAL AGENCY PARK
AND RECREATIONAL RESOURCES**

Los Angeles County

Variety and Types of Areas:

784	neighborhood parks	144	special activity facilities
186	community parks	40	historic/cultural areas
22	theme parks	28	natural environment areas
30	regional parks	—	developed recreation areas

Visitor Activities and Facilities:

558	playgrounds	10,334	picnic tables
18	archery ranges	12,505	group picnic areas (no. guests)
199	tennis courts	1,369	day-camps (no. guests)
363	basketball courts	740	group camps (no. guests)
387	baseball diamonds	150	organization camps (no. guests)
253	other playfields	—	campsites, family
339	spectator buildings	14	campsites, trailer hookups
309	open playfields	212	rental boats
22	driving ranges	27	boat ramps (lanes)
18	par-three golf courses	740	swimming beaches (acres)
14	regulation golf courses	109	swimming pools
		150	trails (miles, all kinds)

Total Acreage: 42,673 acres

Orange County

Variety and Types of Areas:

385	neighborhood parks	55	special activity facilities
66	community parks	9	historic/cultural areas
12	theme parks	28	natural environment areas
9	regional parks	12	developed recreation areas

Visitor Activities and Facilities:

243	playgrounds	1,977	picnic tables
1	archery range	4,832	group picnic areas (no. guests)
49	tennis courts	445	day-camps (no. guests)
140	basketball courts	590	group camps (no. guests)
140	baseball diamonds	200	organization camps (no. guests)
89	other playfields	45	campsites, family
71	spectator buildings	—	campsites, trailer hookups
165	open playfields	25	rental boats
4	driving ranges	—	boat ramps (lanes)
1	par-three golf course	307	swimming beaches (acres)
6	regulation golf courses	16	swimming pools
		18	trails (miles, all kinds)

Total Acreage: 4,100 acres

Riverside County

Variety and Types of Areas:

84	neighborhood parks	31	special activity facilities
34	community parks	3	historic/cultural areas
—	theme parks	14	natural environment areas
5	regional parks	—	developed recreation areas

Visitor Activities and Facilities:

53	playgrounds	884	picnic tables
3	archery ranges	615	group picnic areas (no. guests)
17	tennis courts	50	day-camps (no. guests)
23	basketball courts	350	group camps (no. guests)
50	baseball diamonds	—	organization camps (no. guests)
28	other playfields	800	campsites, family
37	spectator buildings	282	campsites, trailer hookups
40	open playfields	100	rental boats
2	driving ranges	1	boat ramp (lanes)
2	par-three golf courses	—	swimming beaches (acres)
1	regulation golf courses	13	swimming pools
		207	trails (miles, all kinds)

Total Acreage: 19,198 acres

San Bernardino County

Variety and Types of Areas:

173	neighborhood parks	38	special activity facilities
49	community parks	14	historic/cultural areas
2	theme parks	26	natural environment areas
5	regional parks	—	developed recreation areas

Visitor Activities and Facilities:

104	playgrounds	1,222	picnic tables
3	archery ranges	1,456	group picnic areas (no. guests)
25	tennis courts	25	day-camps (no. guests)
37	basketball courts	150	group camps (no. guests)
75	baseball diamonds	—	organization camps (no. guests)
33	other playfields	509	campsites, family
62	spectator buildings	62	campsites, trailer hookups
66	open playfields	510	rental boats
4	driving ranges	2	boat ramps (lanes)
1	par-three golf course	2	swimming beaches (acres)
3	regulation golf courses	17	swimming pools
		32	trails (miles, all kinds)

Total Acreage: 6,116 acres

Ventura County

Variety and Types of Areas:

82	neighborhood parks	12	special activity facilities
14	community parks	6	historic/cultural areas
2	theme parks	7	natural environment areas
7	regional parks	—	developed recreation areas

Visitor Activities and Facilities:

57	playgrounds	1,415	picnic tables
3	archery ranges	1,630	group picnic areas (no. guests)
8	tennis courts	30	day-camps (no. guests)
15	basketball courts	400	group camps (no. guests)
26	baseball diamonds	25	organization camps (no. guests)
17	other playfields	—	campsites, family
17	spectator buildings	—	campsites, trailer hookups
36	open playfields	338	rental boats
2	driving ranges	22	boat ramps (lanes)
1	par-three golf course	—	swimming beach (acres)
2	regulation golf courses	9	swimming pools
		46	trails (miles, all kinds)

Total Acreage: 11,444 acres

APPENDIX C: AGENCIES AND INTERESTS CONSULTED

FEDERAL

U.S. Department of Agriculture, Forest Service

Recreation Planning Group, California Region
Supervisor/Recreation Officer, Angeles National Forest
Supervisor/Recreation Officer, Cleveland National Forest
Supervisor/Recreation Officer, Los Padres National Forest
Supervisor/Recreation Officer, San Bernardino National Forest

U.S. Department of the Army, Corps of Engineers

Chief, Environmental Resources Branch, Los Angeles District

U.S. Department of the Interior, Bureau of Land Management

State Director, California State Office
Chief Outdoor Recreation Planner, California Desert Plan Staff
Manager/Outdoor Recreation Planner, Riverside District Office

STATE

California State Assembly

Fred Styles, Consultant, Office of Research

California Department of Parks and Recreation

California Department of Fish and Game

California Department of Navigation and Ocean Development

REGIONAL

Southern California Association of Governments

Brian Farris

Tom Neff

Carl Summerfield

COUNTY

Los Angeles County

Los Angeles County Department of Parks and Recreation
Director

Christopher K. Jarvi, Planner

Los Angeles County Department of Beaches
Joe Chester

Los Angeles County Department of Regional Planning
Director
Larry Charness, Planner

Los Angeles County (Con.)

Los Angeles County Flood Control District

John McElroy

Roy Holmberg

Orange County

Orange County Environmental Management Agency

Director

Assistant Director and Manager of Harbors, Beaches and Parks

Recreation and Open Space Manager

Design Group (Flood Control)

June Catalans, Planner

Robert Pipher, Planner

Riverside County

Riverside County Parks Department

Director

Riverside County Department of Planning

Director

Ron Ward, Associate Planner

Riverside County Flood Control District

Chief Engineer

Ventura County

Ventura County Property Administration Agency

Director/Deputy Director

Ventura County Planning Department

Planning Director

Dennis Davis, Planner

Karl Hinderer, Planner

San Bernardino County

San Bernardino County Department of Regional Parks

Director of Regional Parks

San Bernardino County Planning Department

Planning Director

Ron Ward, Associate Planner

Plan Implementation Division

Chief

CITIES (including school and college districts)

City of Los Angeles Department of Recreation and Parks
General Manager

City of Los Angeles Department of Planning
Director

Los Angeles Community College District
Director, College Relations and Community Services

Los Angeles Unified School District
Director, Student Auxiliary Services

City of Los Angeles Department of Water and Power
Chief Land Officer
Engineers, Water Operations Division

City of Santa Ana Department of Recreation and Parks
Director

City of Santa Ana Department of Planning
Director

Rancho Santiago Community College District (Santa Ana)
Director, Office of Community Services

Santa Ana Unified School District
Physical Education Coordinator

City of Santa Ana Police Department
Lt. Ted Weatherly

City of Santa Ana Community Relations Department
Director
Ulysses L. Wiggs, Director, Corbin Community Center
Tom Silva, Director, West Community Service Center

City of Riverside Parks and Recreation Department
Director

City of Riverside Department of Planning
Director

Riverside Community College District
Director, Community Services

Riverside Unified School District

Simi Valley Recreation and Park District (city of Simi Valley)
General Manager

City of Simi Valley Environmental Affairs
Director

Pasadena City and United School District
Administrative Director of Recreation

City of Pasadena
Director of Community Development

CITIES (Con.)

City of Corona

Director of Parks and Recreation

Dire Director of Community Development and Public Works

City of Yorba Linda Recreation Department

Director

City of Yorba Linda

Planning Director

City of Pomona

Director of Parks and Recreation

City Planner

City of Ontario

Director of Public Services

Planning Associate

City of San Bernardino

Director of Parks and Recreation

Director of Planning

City of Claremont

Director of Parks and Recreation

Director of Planning and Community Development

City of Santa Monica

Director of Recreation and Parks

Planning Director

City of Fullerton

Director of Parks and Recreation

Director of Development Services

City of Huntington Beach

Director of Recreation, Parks and Human Services

Director of Planning

City of Newport Beach

Director of Parks, Beaches and Recreation

Director of Community Development

City of Compton

Director of Parks and Recreation

Planning Director

City of Culver City

Director, Department of Parks, Recreation, Auditoriums and Libraries

Assistant Administrative Officer, Community Development Department

City of Oxnard

Director of Parks and Recreation

Director of Planning

CITIES (Con.)

City of Anaheim

Director of Parks, Recreation and the Arts

Planning Superintendent, Development Services Department

City of Torrance

Park and Recreation Director

Director of Planning

City of Long Beach

Director of Recreation, Recreation Department

Director of Parks, Parks Department

Director of Planning

City of Glendale

Director of Parks and Recreation, Parks and Recreation Department

Director of Planning

City of Thousand Oaks

General Manager, Conejo Recreation and Parks District

City of Norwalk

General Manager, Southeast Recreation and Park District

PRIVATE

Mr. George Conant

Southern California Edison Co.

Long Beach, California

Community Representatives from and/or Acquainted with the Following Neighborhoods:

Brentwood/Pacific Palisades, Los Angeles

Chatsworth/Porter Ranch, Los Angeles

El Sereno, Los Angeles

Little Tokyo, Los Angeles

Reseda, Los Angeles

Venice, Los Angeles

Watts, Los Angeles

Westlake/Echo Park, Los Angeles

Wilmington, Los Angeles

Wilshire, Los Angeles

Civic Center, Santa Ana

Southwest Community, Santa Ana

Warner South, Santa Ana

PRIVATE (Con.)

West Community, Santa Ana
Canyon Crest, Riverside
Casa Blanca, Riverside
La Sierra, Riverside
Nichols Park, Riverside
Friends of Upper Newport Bay
Friends of the Irvine Coast
Sierra Club, Santa Monica Mountains Task Force
Santa Monica Mountains Comprehensive Planning Commission
League of Women Voters, Mulholland Scenic Parkway Representative
Friends of Santa Monica Mountains
Amigos de Bolsa Chica
The Trust for Public Lands
The Laguna Greenbelt
Small Wilderness Area Preservation,
Verdugo — San Rafael Chapter
Sierra Club, Angeles Chapter

APPENDIX D: COMMENTS

Due to the time constraints placed on study production, letters and comments received after August 1, 1977, although appended here, are not reflected in the study analyses and findings.

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE

Los Padres National Forest
42 Aero Camino
Goleta, CA. 93017

July 8, 1977

Frank E. Sylvester
Regional Director
Bureau of Outdoor Recreation
Box 36062
450 Golden Gate Ave.
San Francisco, CA. 94102



Dear Mr. Sylvester:

I have reviewed the draft of the Los Angeles-Long Beach-Anaheim SCSA Urban Recreation Study. I concur with your view of the Los Padres National Forest's role and responsibilities with regard to urban recreation in southern California.

I also agree with the report's finding of a lack of coordination in the area of recreation master planning. Poor coordination exists not only among those agencies providing the recreation experience, but also among those agencies which may support that experience. For example, as more recreation opportunities are provided on National Forest lands, public transportation planning will need to be coordinated to respond to the recreation use.

Presently under the new roadless area review process the Los Padres has a large acreage classified as roadless and undeveloped. Activities permitted in the roadless and undeveloped area would adequately meet the urban recreation need, i.e., developed trails, campsites and picnic areas; however, the roadless acres which might be finally designated for wilderness could substantially reduce the recreation carrying capacity of the Los Padres National Forest.

Thank you for the opportunity to review this field study.

Sincerely yours,

ALLAN J. WEST
Forest Supervisor

copies: San Bernadino, Angeles, Cleveland

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE

Angeles National Forest
150 So. Los Robles Avenue, Suite 300 2300
Pasadena, California 91101

July 13, 1977



Mr. Frank E. Sylvester, Regional Director
Bureau of Outdoor Recreation
Box 36062
San Francisco, CA 94102

Dear Mr. Sylvester:

We appreciate the opportunity to comment on your draft of the Los Angeles - Long Beach - Anaheim SCSA Urban Recreation Study. We agree that the Angeles National Forest needs to expand its role and responsibilities to better meet the recreation needs of the urban dweller. This view was also presented to us by EDAW, the consultant firm who completed the Angeles High Country Study for us.

We also concur with your conclusions that lack of transportation, financing, information and inter-agency planning have been important factors limiting the agencies from providing adequate recreation services to the public. We are pleased that you note the Angeles High Country Planning effort and the need for recreation master planning.

In reviewing the section on user considerations, your draft was not clear in identifying the specific recreation deficiencies in the Study Area. It would be helpful to identify these (hopefully by priority or area) so that inter-agency planning efforts could consider them as they modify or implement new programs. In addition to this, we believe the study report should have a more thorough discussion on the roles and responsibilities of the many local state and federal agencies providing recreation services in the study area. It would be helpful to highlight this in your report along with any recommended changes in the traditional roles of the agencies involved.

We question the statement on page 98 which states "Park and recreation agencies generally lack even the most basic knowledge of user desires and needs." In our experience with the many agencies in the study area, we feel their staffs are competent and well experienced. Public involvement plays an important part of their job and it is our opinion that they do have a basic knowledge of user desires and needs but lack the means to accommodate them.

We noted a few specific errors as follows:

- 1) Page 114 refers to two ski areas and the Angeles National Forest alone has six ski areas.
- 2) Change map after page 115 and wording on page 200 to read "Angeles National Forest."
- 3) Page 117. Data used for the Angeles National Forest is outdated and recommend you use information from the enclosed "Forest Facts 1975." The statement relating to ski lift capacity should be deleted.
- 4) Page 139. The total area of 740,000 acres in four National Forests appears to be an error as the net National Forest acreage for the Angeles National Forest is 650,000+ acres.
- 5) Page 173 and 175 - refer to 42,000 and 49,000 acres of undeveloped National Forest lands. We are not certain of the source of these figures, except they appear to be low.

Again, we appreciate the opportunity to review and comment on your draft study.

Sincerely,



ARTHUR J. CARROLL
Deputy Forest Supervisor

Enclosure

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE

144 N. Mtn. View Avenue
San Bernardino, California 92408

2300
July 11, 1977



U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF OUTDOOR RECREATION
Pacific Southwest Regional Office
Attn: Frank E. Sylvester, Regional Director
Box 36062 450 Golden Gate Avenue
San Francisco, CA 94102

Dear Mr. Sylvester:


Thank you for the opportunity to review the draft of the Los Angeles-Long Beach, Anaheim SCSA Urban Recreation Study. The study has pulled together much food for thought in the management of recreation areas as we head towards the 1980's.

The few comments we have concern the San Bernardino National Forest:

Page 118 - First paragraph. The statistics need some updating as follows: The San Bernardino National Forest is the heaviest recreation use Forest in the National System with 6,012,900 visitor days use in CY 1976. This use occurs in many forms through developed opportunities such as campgrounds, picnic areas, ski areas, organization camps, and recreation residences and through dispersed type use on the many roads, trails, wilderness and other undeveloped areas. Improvements for 35,935 people at one time are available at 55 campgrounds, 13 picnic areas, 7 resorts, 35 organization camps, 40 recreation residence tracts, and 6 ski areas. Also available for use are 1,330 miles of road and 547 miles of horse, foot, and ORV trails. Within the Forest there are three Wilderness Areas covering 64,230 acres, one roadless area of 15,974 acres and one Scenic Area of 7,510 acres. These statistics should provide the reader with a better feel for the opportunities offered by the San Bernardino National Forest.

I hope that the above will help strengthen your study.

Sincerely,


J. D. MACWILLIAMS
Forest Supervisor



DEPARTMENT OF THE ARMY
LOS ANGELES DISTRICT, CORPS OF ENGINEERS
P. O. BOX 2711
LOS ANGELES, CALIFORNIA 90053

SPLED-RA

14 July 1977

Mr. Frank E. Sylvester
Regional Director
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
U.S. Department of the Interior
P.O. Box 36062
450 Golden Gate Avenue
San Francisco, California 94102

Dear Mr. Sylvester:

This is in response to your letter dated 22 June 1977, Reference No. 3220.313, requesting review and comments on the draft Department of the Interior Urban Study - Los Angeles Study, Standard Consolidated Statistical Area.

This letter contains our comments on the draft Urban Study, as furnished by telephone to Mr. Gary Barbano of your staff on 12 July 1977 by John Kennedy of our Environmental Resources Branch.

We recommend that the following corrections be inserted in place of the draft text. In the case of short suggested changes, new wording is underlined for clarity.

1. Page 37, line 15: "... at completed Corps-constructed flood control projects."

2. Page 37, line 23: "... County Environmental Management Agency, San Bernardino County Parks..."

3. Page 38, lines 4-7: "A unique feature of this cost-sharing program is the provision of Federal money "up front." Planning and design funding are cost-shared; the matching local funding is required prior to construction start-up."

4. Page 60, line 1: "... intends to make additional lands available, as local government agencies indicate their capability to develop them."

14 July 1977

Development can be completed by 100% local funding, or under the Code 710 cost-sharing program. The Code 710 program applies only to areas that have already been developed for flood control purposes. The realization of the lands' ultimate recreational development potential will depend on local abilities to develop, operate and maintain the proposed recreation areas and to fund 100% of the development or enter into 50% cost-sharing agreements with the Corps."

5. Page 60, line 4: Delete the following sentence: "Local jurisdictional officials indicated a need to either open Corps lands on an interim basis without facility development or to find alternative sources of funding for facility development on Corps lands."

6. Page 66, line 8: "The limiting factor is the local agencies' funding capability." Delete remainder of sentence.

7. Page 100, line 15: "... in the Los Angeles District."

8. Page 100, line 17: "... developed in reservoir areas and along flood control channels primarily by local government agencies."

9. Page 119, line 12: "... including the recreation facilities that are compatible with them. These completed areas are administered by Corps Recreation Resource Management personnel and in some cases are operated and maintained by the Corps. However, the majority of the projects are operated and maintained by local agencies or organizations under Corps supervision and guidance." Delete remainder of paragraph.


10. Page 140, line 20: "... within the densely developed urban areas..."

11. Page 140, line 22: The following sentence is incorrect and should be deleted: "In the past...the Corps of Engineers has not actively pursued recreation development on their flood control projects."

12. Page 141, line 4: "... The potential for additional facilities 'close to home' to meet recreation needs has not been developed to its potential."

13. Map following page 193: The bicycle trail should be extended up the Rio Hondo from its confluence with the Los Angeles River to Whittier Narrows Dam.

Sincerely yours,


NORMAN ARNO
Chief, Engineering Division



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

STATE OFFICE
Federal Office Building
2800 Cottage Way
Sacramento, California 95825

JUL 26 1977

Mr. Frank Sylvester, Regional Director
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
Box 36062
San Francisco, CA 94102

Dear Mr. ~~Frank~~ Sylvester:

We would like to submit the following comments on the Urban Draft Plan as an addition to those we recently sent to you. These were just received by us from our Desert Plan Staff, which has assisted your people in this effort.

The first paragraph on Bureau of Land Management, p. 118 is inaccurate. You might change it to read: "By far the largest acreage of lands open to public recreation are those managed by BLM. The Bureau has set aside 19 National Recreation Lands in the California Desert which serve a variety of outdoor recreation activities. But these are just a portion of the twelve million acres of desert public lands managed by the Bureau. Several million visitor use days of recreation, mostly by metropolitan area residents, take place on these desert lands each year. Desert use is expected to increase as open space continues to diminish in the Los Angeles Metropolitan Region".

We suggest the second paragraph begin with: "Desert lands are extremely fragile and recreational capacity is relatively low. But with sufficient visitor management the desert can accommodate several times present use rates".

The last paragraph consisting of one sentence should be changed to read: "The Bureau maintains eleven developed campgrounds in the desert and operates a way station (visitor center) at Barstow, California.

Please feel free to call me, or Neil Pfulb if we can be of further assistance.

Sincerely yours,

Ed

Ed Hastey
State Director





United States Department of the Interior

IN REPLY REFER

6001
(C-911.3)

BUREAU OF LAND MANAGEMENT

STATE OFFICE

Federal Office Building
2800 Cottage Way
Sacramento, California 95825

JUL 1 - 1977

Mr. Frank E. Sylvester, Regional Director
Bureau of Outdoor Recreation
Box 36062
450 Golden Gate Avenue
San Francisco, CA 94102

Re: 3220.312

Dear Mr. Sylvester:

We have reviewed the urban studies for the San Francisco and Los Angeles areas and feel that they contain meaningful data which we can use in our recreation management program. However, we would like to make several comments concerning the portrayal of the Bureau of Land Management (BLM) in the Los Angeles report.

On page 101, the statement is made that "BLM is just starting to incorporate land use planning into its management practices." In fact, the BLM has been using land use planning in its management since 1967. The California Desert planning program started in 1972. The Federal Land Policy and Management Act PL-94-579 (Organic Act) does not necessarily broaden our planning scope, but it does provide significant authority for the planning effort. Funds were authorized by the Act for planning of the California Desert Conservation Area, but were not appropriated by the Act. The California Desert planning effort will include recreation land uses as part of the total land use analysis and decision.

Page 118 states that the visitation capacity of the California Desert is many times the present use, but there is no documentation or rationale for this statement. The type of visitation use is, of course, critical in many of the more fragile desert areas.

Further on Page 119, the statement is made that "preservation is a prime objective of management", and implies that this is a management philosophy. Preservation of certain critical areas is a management



objective for those areas and is an important consideration in the concept of multiple use management. However, the BLM's management objective has, for many years, been multiple use with the realization that many areas of unique value should be preserved in its natural state.

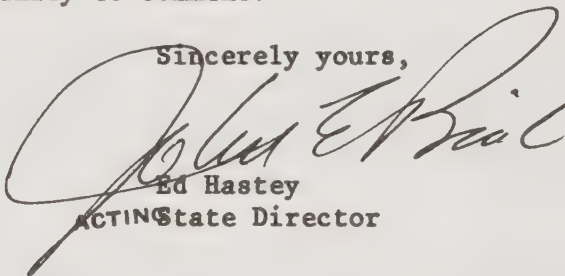
Page 138 - I would suggest that the statement "This has been due to significant lack of management and recreational development plans for the deserts BLM lands", be deleted as an over simplification of a major problem.

Page 139 - PL 94-576 should read PL-94-579. Also, would suggest that the lack of staff to regulate vehicle use has made the implementation of the vehicle program difficult, not necessarily ineffective.

Page 233 - The statement is made that the "feeling is strong" but there is no way of quantifying the importance of this "feeling" as it is not explained who holds it. In fact, there appears to be a general lack of documentation throughout much of the report.

We appreciate the opportunity to comment.

Sincerely yours,

A large, stylized handwritten signature in dark ink, appearing to read "Ed Hastey". The signature is written over the typed name and title.

Ed Hastey

ACTING State Director

cc: 960 w/L.A. report



United States Department of the Interior
BUREAU OF RECLAMATION

MID-PACIFIC REGIONAL OFFICE
2800 COTTAGE WAY
SACRAMENTO, CALIFORNIA 95825

IN REPLY
REFER TO: MP-722
123.5

JUL 12 1977

Mr. Frank E. Sylvester, Regional Director
U.S. Department of the Interior
Bureau of Outdoor Recreation
Box 36062
450 Golden Gate Avenue
San Francisco, CA 94102

Dear Mr. Sylvester:

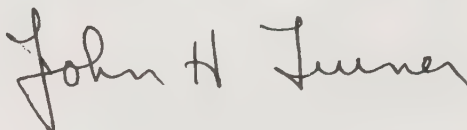
This responds to your request for comments on the Department of the Interior's draft Urban Study, Los Angeles SCSA. We have the following comments:

1. Page 32. The section on Federal Financial Assistance makes no mention of recreation funding made available through the Bureau of Reclamation as per Public Law 89-72. A section similar to the section on the Corps of Engineers (pages 37-38) should be included.
2. Page 115. The section on Existing Park and Recreation Resources, Federal Areas, makes no mention of the Bureau of Reclamation. A section similar to the section on the Corps of Engineers (page 119) should be included.
3. Page 115. The section on Existing Park and Recreation Resources should include areas and facilities maintained by water districts. Two that come to mind are Lake Casitas, maintained by the Casitas Municipal Water District, and Lake Piru, maintained by the United Water Conservation District.
4. Page 137. The section on Planned Expansion of Existing Park and Recreation Resources should include a section on Bureau of Reclamation planning. For example, the Ventura County Water Management Project Feasibility Investigation includes plans for four new recreation areas with annual use estimated at over 3.5 million visitor-days and annual benefits estimated at almost \$6.5 million.

5. In summary, the report should acknowledge the presence of the Bureau of Reclamation in the recreational arena in the Los Angeles SCSA.

Thank you for the opportunity to comment on this study.

Sincerely yours,

A handwritten signature in cursive script that reads "John H. Turner". The signature is written in dark ink and is positioned above the typed name.

Acting Regional Planning Officer

DEPARTMENT OF FISH AND GAME

1416 NINTH STREET
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August 2, 1977

Mr. Frank E. Sylvester
Regional Director
Pacific Southwest Regional Office
U. S. Bureau of Outdoor Recreation
Box 36062
450 Golden Gate Avenue
San Francisco, CA 94102

Ref: 3220.312
3220.412

Dear Frank:

We have reviewed the drafts of the field study reports on the Los Angeles and San Francisco metropolitan area urban studies and have several recommendations for incorporation into the reports. They are as follows:

Los Angeles Study

1. Pages 121-2. The Department of Fish and Game recently purchased and now manages Upper Newport Bay. This area is extensively used for bird watching and nature study. The attached 'handout' briefly describes our plans for developments to accommodate increased use in the future. The Department also leases about 500 acres of the Bolsa Chica marsh. This area is designated an Ecological Reserve and is presently closed to public access. However, developments will allow limited public use for bird watching and nature study in the near future.
2. Pages 186-225. We suggest that Upper Newport Bay be included in this section. As indicated above, there now is significant use made of the area, and as public use facilities including a nature center and trail system are constructed, this use will increase in the future.
3. Pages 216-7. The 1977-78 budget provides \$3.5 million for acquisition of additional lands at Bolsa Chica.

San Francisco/Oakland/San Jose

1. Page 141. In respect to the last sentence of the first paragraph, referring to Petaluma Marsh that "it cannot, therefore, be judged to be capable of meeting significant urban needs,

Frank E. Sylvester

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August 2, 1977

and since there is no known immediate threat to its environmental integrity, it is not considered in high priority for acquisition". We recommend you add "for park purposes" to that sentence. The Department does consider this area as high priority for acquisition to maintain it in its natural condition for wildlife purposes.

2. Map of existing parks and recreation area.

Angel Island is indicated as a Federal area, whereas it is actually a State Park.

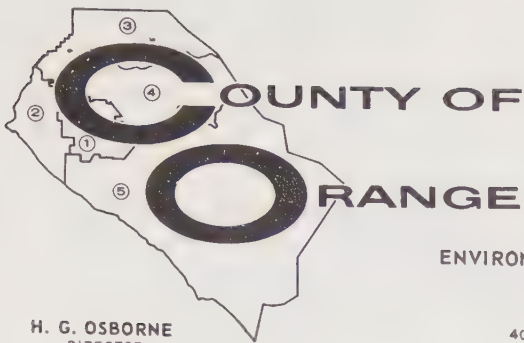
We appreciate the opportunity to comment on these drafts and hope our comments are helpful.

Sincerely,

EC *Freeman*

Director

Attachment



H. G. OSBORNE
DIRECTOR

C.R. NELSON
ASSISTANT DIRECTOR
DEVELOPMENT

ENVIRONMENTAL MANAGEMENT AGENCY
DEVELOPMENT DIVISION

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JUL 13 1977

FILE BOR Needs Analysis

Ms. Julie Nagle
U. S. Department of the Interior
Bureau of Outdoor Recreation
Pacific Southwest Region
450 Golden Gate Avenue
P. O. Box 36062
San Francisco, California 94102

Dear Ms. Nagle:

As you know, the draft urban study report reached our office while I was on vacation and I have not had time to personally review it on my return. However, attached for your use are the review comments of our staff which I hope you will find helpful.

In reviewing the comments of our staff, I wish to perhaps take issue with the following statements which I infer are made in the report:

1. Our staff comment #12b states that Orange County has an adequate level of recreational facilities until the year 2000. If this statement appears in the BOR report, I must take issue with it. We are deficient in developed regional park acreage in relation to our current six acres per 1,000 standard, and, if the commonly used standard of 15 acres per 1,000 is used, we are extremely deficient. In addition, the unincorporated area local park facilities are very deficient both in owned acreage and dedicated acreage.
2. A comment on page 58 of your report indicates we assist cities by operating recreation programs, yet page 79 apparently says Orange County does not provide recreation programs. This conflict could be resolved by modifying the wording on page 79 to state that "until the summer of 1976 Orange County did not provide recreation programs because of board policy."
3. Page 68 of the report apparently indicates Orange County has no park funding problems. I believe this is too simplistic in that the eventual implementation and operational costs of accomplishing the Master Plan of Regional Parks has not been assessed nor equated to our funding capability. We fear such an analysis will disclose we cannot afford to totally implement our current Master Plan of Regional Parks based upon a six acres per 1,000 standard much less a more aggressive park standard such as 15 acres per 1,000. Our current lack of long-range financial

Ms. Julie Nagle
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analysis, which will be addressed in the now beginning effort to prepare a new Master Plan of Regional Parks for the county, should not be interpreted as meaning we have no financial problems. The probability is that an analysis will show that we too cannot afford to implement totally the desired Master Plan of Regional Parks.

Secondly, our unincorporated area local park program is in dire financial straits. The SB 70 tax rate limitation and general property tax-payers revolt is resulting in dozens of local park sites lying undeveloped due to lack of development funds. Unfortunately, these sites which lie in the newly urbanizing areas of the county are not viewed with particular favor by state and federal grant agencies when they seek development funds as they are in "bright, shiny new areas." We, therefore, have a real problem in finding funds for development.

I regret that we do not have time to review this report in detail and would particularly like to do so in regards to your inventory of existing recreation resources in the county. We will attempt to review this material in the next few weeks and will forward comments as we can. I hope this material will help in the meantime.

Very truly yours,



Larry M. Leaman, Program Manager
Recreation and Open Space

LML:jw
Attachment



DATE: July 8, 1977

TO: Bob Fisher; June Catalano

DEPT/DIST: _____

FROM: Patti Gorczyca *pg*

SUBJECT: Review of DOI Urban Study

Urban Study - Los Angeles Study (SCSA); Department of the Interior; June 1977; preliminary draft.

Overall, this study portrays Orange County in a very favorable light. It seemed especially impres with our HBPC taxing authority, the organization of Orange County EMA, and our county master planning activities.

Important Points and Highlights:

1.
 - a. Due to rapid increase in population since 1960, there has been a loss in open space.
 - b. Development has shifted to higher density.
 - c. Therefore, a larger population will live in higher density in diminishing open space.
2.
 - a. There has been a total reliance on the auto in the LA-SCSA.
 - b. A shortage of energy resources is imminent.
 - c. Residents will be limited in their ability to travel to satisfy recreation demand.
 - d. There, given higher density living and less mobility, the need for close to home recreation opportunities will become more important.
 - (1) This situation is heightened when one considers the lack of transportation of:
 - (a) central city residents who cannot afford cars,
 - (b) handicapped persons,
 - (c) senior citizens,
 - (d) teens and youth.
 - (2) These individuals are demonstrating a need for public transportation to recreation facilities (especially on weekends).
3.
 - a. The most pressing problem in recreation is an increasing lack of funds due to:
 - (1) inflation,
 - (2) low priority given to recreation
 - (3) Revenue problems.
 - b. This problem is made worse by:
 - (1) a present fiscal conservatism,
 - (2) an inadequate federal and state role in recreation administration and funding,
 - (3) problems in recreation land acquisition.

4. a. Several problems exist in the administration and organization of recreation facilities and agencies, due to:
 - (1) overlapping boundaries and uncoordinated decisions,
 - (2) lack of coordination between jurisdictions causing:
 - (a) duplication
 - (b) conflict
 - (c) which hinders the delivery of recreation services.
 - (3) therefore, a need exists to identify the roles and responsibilities for the various government recreation agencies.
5. a. There can be an increased role of private recreation in providing recreation services.
- b. Commercial recreation, especially theme amusement, has had a tremendous role in Southern California.
- c. There has been an increasing use of private recreation on public lands -- concessions
 - (1) Orange County has promoted the use of concessions on its regional parks, especially Centennial Regional Park.
 - (2) There has also been more use of non-profit organizations in recreation.
6. a. The study advocates the multiple use of public facilities to provide recreation.
- b. Examples are:
 - (1) schools
 - (2) military bases, etc.
- c. This efficiency has been hampered in the past by a lack of coordination between involved agencies.
7. a. Many problems exist in ascertaining user need.
- b. These problems are largely due to:
 - (1) A lack of formal mechanisms for evaluating the effectiveness of programs and user wants.
 - (2) A lack of funding for this type of research.
 - (3) A lack of overall recreation research and guidelines.

8.
 - a. There have been many inadequacies in recreation planning.
 - b. Past recreation planning has been marked by spontaneous implementations by recreation agencies.
 - c. Most recreation plans are outdated and lack citizen input.
 - d. The study cited notable exceptions – Orange County, complimenting both our Recreation Master Plan and our master planning process.
9. Those involved in recreation planning and implementation need to educate the public as to constructive use of leisure time, the relationship that exists between recreation and crime and health (most important), the proper use of park lands, and pressing environmental issues.
10.
 - a. There is an urgent need to acquire more open space.
 - b. Areas which could be feasible are:
 - (1) flood control channels
 - (2) military bases (Orange County is prime example)
 - (3) basins
 - (4) river channels.
11. The study identified several user wants:
 - a. active sports
 - b. multi-purpose centers
 - c. recreation facilities nearby home
 - d. low-cost commercial recreation activities (especially in low income neighborhoods)
 - e. other wants were identified starting on page 155 (needs of special groups were also addressed).
12.
 - a. The adequacy of current parks' standards, as they related to different portions of the study area was addressed.
 - b. Orange County was depicted as having an adequate level of recreation facilities until the year 2000.
13. The study including a general summary and conclusions section discussed several alternative actions for recreation (see pages 226-281).

Sections worth noting or which reference Orange County:

Page 13	Brief history of Orange County recreation
Page 16	Cites rapid increase in Orange County recreation
Pages 21-51	Financial portion of study--deserves reading (lists all forms of current and potential recreation sources and includes discussion)
Page 24	Portrays recreation priority in Orange County budget
Page 27	Discusses funding insufficiencies and general fund appropriations
Page 28	Cites Orange County's independent taxing authority
Pages 30-31	Illustrates Orange County's State Park Bond Allocations
Page 33	Portrays Orange County CETA allocations
Page 35	Discusses aggressive action on parts of Los Angeles and Riverside Counties to obtain L&WCF monies (Orange County should follow suit)
Page 37	Mention O.C. Participation in Corps of Engineers (Code 710) funding
Page 38	Depicts current allocation of EDA funds to Orange County
Page 41	Designates level of funding obtained by Orange County through the National Historic Preservation Act of 1966 (again, Orange County could be more active in seeking funds)
Page 47	Mentions the Orange County supply and location of regional parks
Page 53	Cites Orange County as having good coordination and joint planning of public facilities
Page 58	Reports Orange County as assisting cities by operating recreation programs on county facilities; and, as indicating need for state and federal governments to assume responsibility for acquiring and funding camping parks and beaches.
Page 61	Provides an interesting discussion on commercial recreation and cites Orange County with regard to local users of Disneyland
Page 62-63	Reports Orange County as having aggressive policy with respect to concessions on public parks; notes Centennial Regional Park
Page 66	Mentions the Nike Missile Base as a surplus military base with potential for recreation activity.
Page 67	Cites Orange County as only jurisdiction surveyed where main recreation agency consisted of a special purpose park and recreation district
Page 68	Observes that Orange County was the single jurisdiction reporting no park funding problems
Page 79	Mentions Orange County as not providing recreation programs because of board policy, but offering some interpretive programs
Page 87	Cites the Rancho Santiago College District as being highly successful in providing cultural programs.

Sections worth noting (continued)

- Pages 90-99 Discusses several "deterrents to recreation opportunity"
- Pages 104-105 Addresses Orange County recreation master planning and our current update
- Pages 106-109 Provides a good discussion of recreation planning effectiveness and research
- Page 107 Singles out Orange County as an exception to the master planning problem
- Page 118 Mentions the Cleveland National Forest
- Pages 125-127 Provides a brief survey of the regional facilities that exist within Orange County
- Page 133 Displays an inventory of city and local agency park and recreation resources
- Pages 146-147 Addresses the development of recreation planning in Orange County and briefly discusses our current activities, facilities and problems
- Page 153 States that no city in Orange County has attained a 3-acre/1,000 park standard, and cites the "Orange County cost/benefit analysis of parks in urban areas" with respect to this standard
- Pages 155-169 Provides a general discussion of identified user needs of the general public and for particular interest groups (might be useful information to our study)
- Pages 173-175 Deals with the adequacy of existing park and recreation opportunities of the Orange County regional park system
- Page 189 Discusses the potential of the Santa Ana River for future recreation use
- Pages 203-204 Provides a comprehensive discussion on the importance of the Laguna-Aliso Green-belt as being the county's top priority open space
- Pages 214-215 Designates those military bases in Orange County which could have potential for recreation use
- Pages 226-281 Offers a general summary and conclusion of the study. Especially important to note the "Methods of Easing Financial Strain" beginning on page 230, and the "Alternative solutions" starting on page 267--deserves reading



PARKS DEPARTMENT
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Pete Dangermond, Jr.
Director

June 30, 1977

Mr. Frank Sylvester
Regional Director
U. S. Department of the Interior
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
Box 36062
San Francisco, CA 94102

Dear Mr. Sylvester:

RE: 3220.313

Thank you so much for the opportunity to review your draft of the Urban Park Study for the Los Angeles Area. We also thank you for your recognition of our efforts to obtain the land base needed for our regional park system and the recognition of the fact that we as yet have not developed these areas sufficiently to meet the needs of our people, as well as the Los Angeles masses. I think your staff has done a tremendous job of compiling what they have to this point.

On page 279, there seems to be the best summary of the three problems, "The study found that the lack of recreation opportunities and programs close to home, and the lack of close-in regional parks, and adequate public transportation to regional parks as the major urban recreation issues and problems."

Perhaps the report could be reorganized a little bit into a chapter dealing with possible strategies for solutions to each of these three issues. If the recommendations were all geared to focus in on solutions to these three problems, perhaps they wouldn't get quite so lost.

Sincerely,

Pete Dangermond, Jr.
Parks Director

ENVIRONMENTAL RESOURCE AGENCY
county of ventura

Building & Planning Services

Victor R. Husbands
Director

July 6, 1977

Mr. Frank E. Sylvester
U. S. Department of the Interior
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
450 Golden Gate Avenue
San Francisco, California 94102

Dear Mr. Sylvester:

Our staff was pleased to review the draft Los Angeles-Long Beach-Anaheim SCSA Urban Recreation Study. We found the delineation of urban outdoor recreation problems and potentials in the Los Angeles metropolitan region particularly insightful and we look forward to continued involvement on the part of the Federal Government towards the alleviation of those problems which are beyond the scope and means of local jurisdictions.

Currently the Ventura County Environmental Resource Agency and the Property Administration Agency are jointly preparing a new Parks and Recreation Element for the County which should serve to develop more cohesive and explicit policies for park acquisition and recreation programming. Additionally, LAFCO will be considering the formation of a Regional Park District with separate tax powers; it is hoped that a regional district may be capable of addressing the problems of fragmentation since most recreation services in Ventura County are provided by independent special districts or cities. Further, a regional district could offer greater financial flexibility in park acquisition and recreation program funding. Your survey of local government recreation service provision and funding was, therefore, of particular interest.

As was clearly pointed out in your study, a major problem with recreation service provision in the Los Angeles area and adjoining urban areas is the acquisition and development of recreation opportunities which can serve both the rapidly growing resident populations and the regional population as a whole. Ventura County's recreational features attract large numbers of Los Angeles County residents. Therefore, the need for "outside" coordination and aid is becoming critical.

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Mr. Frank E. Sylvester
July 6, 1977
Page Two

Again, thank you for the opportunity to review your study.

Sincerely,

ENVIRONMENTAL RESOURCE AGENCY



Patricia Davey
Area Plans/Special Projects

PD:sl

CITY OF LOS ANGELES

CALIFORNIA



TOM BRADLEY
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LOS ANGELES, CALIF. 90012

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CALVIN S. HAMILTON
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—
FRANK P. LOMBARDI
EXECUTIVE OFFICER

July 7, 1977

Mr. Frank E. Sylvester
United States Department of Interior
Bureau of Outdoor Recreation
Box 36062
450 Golden Gate Avenue
San Francisco, California 94102

DEPARTMENT OF INTERIOR RECREATION STUDY (Refer. No. 3220.313)

The draft of the Urban Study of Los Angeles is informative and valuable to our planning efforts. However, the Interior Department may wish to consider the following changes to the draft:

1. Page 4 - we estimate the 1975 population for Los Angeles City to be 2,825,000. This figure does not include census undercount (125,000 residents) or illegal aliens (400,000 residents) which would raise the total 1975 population of Los Angeles City to 3,350,000 people.
2. Page 55 - The City of Los Angeles has 15 Councilmanic Districts, not 14.
3. Page 68 - Planning is done by both the Planning Department and the Department of Recreation and Parks through the General Plan Advisory Board.
4. Pages 55, 56, and 105 - The Planning Department will send the updated Recreation Element to the Recreation and Parks Commission, the Planning Commission, and City Council for approval. We don't believe that the planning process is uncoordinated in the City of Los Angeles. Before the Plan can reach the Recreation and Parks Commission, it must receive approval of the General Plan Advisory Board which consists of heads of various Departments and Agencies including City Planning, the Department of Recreation and Parks, the Mayor's Office, the Bureau of Engineering, the Department of Public Utilities and Transportation, the Department of Environmental Quality, the School District (as a non-voting representative), the Department of Water and Power, the Police Department, the Fire Department, the City Administrative Office, etc. All of these agencies and Departments have an input into the Planning process. Thus,

July 7, 1977

coordination among various agencies dealing with some aspect of recreation is a reality. Although implementation is primarily done by the Department of Recreation and Parks, other departments and agencies have some controls over plan implementation. For instance, all new park site acquisitions must conform to the General Plan and be sent to the City Planning Commission for approval. The Quimby Ordinance is effectuated through subdivision procedure as determined by the Advisory Agency, designated as the Director of Planning.

5. Page 132 - In 1975 there were 261 public park tennis courts in the City of Los Angeles alone.
6. Page 151 - The Quimby Ordinance land dedication is based upon a sliding scale of from .9% to 32% depending upon the number of dwelling units per acre.
7. Page 182 - As indicated previously, it is estimated that Los Angeles has a substantial illegal alien population. The SCAG-76-1990 population projection does not include the illegal alien population. The City's 1990 population projection is 3,503,400 people including illegal aliens. We believe this figure is more accurate than the SCAG projection.


CALVIN S. HAMILTON
Director of Planning

CHS:SC:fo

cc: James Hadaway

CITY OF LOS ANGELES

CALIFORNIA



TOM BRADLEY
MAYOR

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JAMES E. HADAWAY
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ASSISTANT GENERAL MANAGER

July 8, 1977

Mr. Frank E. Sylvester, Regional Director
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
450 Golden Gate Avenue
San Francisco, California 94102

Dear Mr. Sylvester:

Thank you for the opportunity to review the Los Angeles-Long Beach-Anaheim SCSA Urban Recreation Study. Both you and the staff assigned to this project are to be congratulated on the incisive manner in which you have grasped the status of public recreation in the Greater Los Angeles area.

Some comments regarding the report, and updating where appropriate, would seem to be in order and, we trust, will be of use to you.

1. The population of Los Angeles, approximately 2,800,000, is noted on Page 1 of the text. Compounding the problem of providing recreation facilities and services is the fact that the City is approximately 475 square miles in size. The sheer size of Los Angeles points up the problem of providing services in all neighborhoods and communities, particularly in the face of the lack of an effective rapid transit system as noted elsewhere in the document. The huge land mass of the City also places an unusual travel burden on those without automobiles, the elderly and the very young as is noted in the report (Page 98).
2. The description of the Los Angeles region (Page 10) lists several mountain ranges. We would suggest the addition of the Verdugo Mountains to this listing. This range is located along the northern boundary of Los Angeles, in the vicinity of the City of Glendale and unincorporated portions of Los Angeles County. The area has considerable potential for permanent open space lands and a range of recreational pursuits.
3. Our most recent estimate of City-owned or operated park lands totals 14,117 acres (Page 12).

4. Comments concerning socio-economic trends in Los Angeles point out the substantial improvements to the Civic Center area. We would note that other areas of the City, principally Century City in western Los Angeles, are gaining emminence as centers of commerce and finance.
5. Considerable attention is given to the ever-worsening underfinancing of municipal recreation development and programming (Page 21 and elsewhere). While this situation is as bad, or worse, than it was five years ago, we are beginning to note just the beginning of a change within the public sector and among enlightened elected officials regarding the use of additional funds for recreational purposes. This low-level trend has tended to take the form of support for capital improvements. However, we believe that, with proper management, this support can be carried over to programming, additional personnel, and increased maintenance funding.
6. Los Angeles was the first city in Southern California to implement a local "Quimby Act" law (Page 28). A major problem associated with this legislation is that funds generated from this program can only be expended in the area where the funds are earned. This tends to make Quimby funds available only in the more affluent portions of the City where substantial residential construction is taking place. We have attempted to experiment with widening the eligible area for Quimby monies but have, to date, been dissuaded from this pursuit by legal restrictions.
7. Increased user fees are noted in portions of the text (Page 29, et seq). We have recently initiated a tennis court reservation system as an experimental program at one of our recreation centers. The program received some opposition from those who had successfully sought to dominate the courts for an extended period of time. However, general reaction to the program has been positive. We expect to program funds from this new source for improvements to existing courts and to the construction of new tennis facilities.
8. The experiences of the City of Riverside in obtaining matching funds for Land and Water Conservation Fund projects (Page 36) are similar to the problems encountered in Los Angeles. Our City budget process is now initiated so far in advance of the "action year" that it is virtually impossible to take full advantage of the L&WCF program by the time Federal guidelines are published on an annual basis.

Mr. Frank Sylvester
July 8, 1977.
Page 3 .

9. The City of Los Angeles has been participating in the Corps of Engineers' Code 710 Program for approximately three years (Page 37). You may not be aware that new Corps guidelines permit the matching of 710 funds with HCD block-grant monies (we received this information on July 6, 1977).
10. The Urban Study document notes many problems associated with the acquisition of land for recreational purposes (Page 48, et seq). We have completed an inventory of all properties within the City owned by the City's Department of Water and Power and are in the early stages of programming funds for the development of sites where recreational development is compatible with water service facilities. Again, we have noted the beginnings of a change of attitude among younger staff members of the DW&P -- young planners actually pointing out the recreational potential of properties heretofore considered as "untouchable"!

The acquisition of new and/or expanded park sites in our inner city is a special problem. These areas are densely populated requiring, in a number of cases, the "give" of older residential structures in order to "get" open space lands. In several instances purchases have been blocked either by public opposition or delayed by the City Planning Commission. In addition, our Board of Recreation and Park Commissioners has recently adopted a policy underwhich the Department will avoid, where possible, the purchase of land that includes residential structures.

11. The section "Administration and Organization" includes comments regarding beaches. Beaches owned, and other previously operated, by this Department have, for the past two years, been operated by the Los Angeles County Department of Beaches. This consolidation of efforts has not only resulted in more consistent beach services and maintenance but has also resulted in substantial savings.
12. A continuous problem noted in "Governmental Structure" is the relationship between this agency and the City Planning Department (Page 55). The two agencies have, in the past, had their differences regarding standards for park acreages, the practicality of implementation sections included in various community plans and similar matters. However, we feel that the working relationship between the two agencies has been substantially improved and that this Department will have the opportunity to provide considerable input in the redevelopment of the City's Recreational Plan.

13. One of the more interesting concepts is the purchase of park lands by the State of California and the transfer of urban-oriented sites over to local jurisdictions. We, and the State, are considering the reverse of this situation. Where some of our undeveloped mountain parks are located near or immediately adjacent to larger State parks it would seem logical to have the State assume the responsibility for both the development and operation of these properties.
14. The multiple use of public properties is a growing trend (Page 65). In recent years we have had the opportunity to plan with the Los Angeles County Flood Control District the development of recreational trails, at the District's expense, as an element of channel construction in the San Fernando Valley. We have also developed passive recreational areas under one mile of power transmission lines. Recently, this agency obtained a permit for the recreational use of forty acres near the Metropolitan Water District's Jensen Filtration Plant in Granada Hills. Unfortunately, these opportunities do not present themselves in areas most in need of new park lands.
15. New HCD guidelines for Fiscal Year 1978-79 will concentrate efforts in the highest need areas of the City (Page 68).
16. The assignment of personnel to individual neighborhood and community facilities is of particular concern to us. Inner city Recreation Directors are considered to be the "backbone" of the Department's operation. We have instituted a bilingual bonus pay procedure for those personnel who work directly with the public in minority group communities.
17. The uneven distribution of recreation opportunities is detailed on Page 91. This agency is currently in the process of developing a "gap analysis" approach to the location and availability of recreation centers, swimming pools, and community buildings. This system is likely to be extended to senior citizen centers, sports fields and other facilities in the near future. This analysis will be used to pinpoint need areas and to prepare capital programs accordingly.
18. Community participation in the location and design of major facilities is the order of the day. We have encountered substantial delays in initiating construction of buildings, swimming pools, etc. while community organizations ponder design specifics. In several instances we have been forced to scale down the scope of projects due to escalating costs occasioned by this process. However, we intend to continue the adopted procedure of pressing for maximum community participation in order to insure that useful and meaningful facilities will be provided.

19. One of the most interesting comments appears in the section titled "Research" (Page 108). "What causes people to enjoy their leisure activity" suggests that professionals in the field of recreation may have, in part, been asking the wrong question. Perhaps a more positive approach, rather than asking "what's going wrong", would result in the solution to many of the problems in this particular field.
20. The two new State parks mentioned on Page 121 are named "Topanga State Park" and "Malibu Creek State Park".
21. Both the City and the State place considerable importance on park lands in the Santa Monica Mountains (Page 142) and Zoo. The State's substantial expenditure in this area represents a major foothold for permanent public recreation lands. This agency cooperates with a number of other governmental entities (City Planning Department, Los Angeles County Regional Planning Commission, State Department of Parks and Recreation, Los Angeles County Department of Parks and Recreation, etc.) in the formulation of plans for this particular area. In addition the Department works closely with a citizen's group that has a considerable interest in the Mulholland Drive portion of the Santa Monicas.
22. Parks and recreation centers operated by this Department now total 280 (Page 150). In addition, we have two new indoor swimming pools that are nearing completion.
23. Our experiences with mini-parks have been mixed (Page 161). In some communities the small parks are popular and well used. In others, the sites have been continuously vandalized and older youth tend to dominate the parks and force younger people from the premises. We have been unable to identify a City-wide pattern in the use factor of these particular facilities.
24. Your comments regarding the potential use of abandoned supermarkets are most timely (Page 163). The Department is currently planning the acquisition and conversion of a market structure for public recreation purposes.
25. Some of our efforts to serve senior citizens may be of interest. Apart from our community buildings and individual senior citizen buildings we have rented commercial buildings for use as senior citizen centers, converted residential structures, and have sponsored clubs that meet in churches, homes, and even conference rooms of commercial organizations.

Mr. Frank Sylvester
July 8, 1977
Page 6

26. The Fort MacArthur property, mentioned on Page 221, is a particularly interesting site to us at this time. It appears that portions of this land will be turned over to the City of Los Angeles for recreational purposes in the near future.
27. The need for effective public transportation and the desire for recreational facilities and open near in and near residential areas are major points in Los Angeles' planning for new and expanded park facilities (Pages 237 and 239). Our continuing concentration will be on the acquisition and development of sites in the five to ten-acre range, located within or near residential areas, for the foreseeable future.
28. We have some concerns regarding the proposal that would permit local agencies to initiate Land and Water Conservation Fund projects without final approval from the State and your agency (Page 245). Under existing laws no City project, land acquisition or construction, can be initiated unless funds to finance the project are deposited in the City treasury. We feel that an expedited procedure for obtaining grant approval would be an improved alternative.
29. The concept of using "recycled" land is an idea that we have only recently begun to use. In one case we have obtained a portion of a 40-acre sanitary landfill site from the City's Public Works Department after fill operations were concluded. We will be receiving the remainder of the property in the near future. In another case we are close to the construction of a seven-acre recreation center that will be developed on a former gravel extraction site that has also been used as a trash disposal area. We are, of course, obligated to build sizeable structures only on the firm, perimeter property while concentrating less weighty development (ball fields, picnic areas, etc.) on land subject to subsidence.
30. We have discussed the concept of a regional park management agency on a number of occasions with the County Department of Parks and Recreation (Page 267). This concept has several potential roadblocks, particularly in Griffith Park which was given to the City in trust and specifically set aside as a City park. However, a long-range trend might be for the County to operate all truly regional parks in the metropolitan area and for individual cities to concentrate on the development and operation of neighborhood and community facilities.

Mr. Frank Sylvester
July 8, 1977
Page 7

We trust that the comments, suggestions and updated information outlined above will be of use to you. Should you require additional data, please feel free to contact me at (213) 485-4880.

Again, our thanks for the opportunity to review the Los Angeles-Long Beach-Anaheim SCSA Urban Recreation Study.

Very truly yours,

A handwritten signature in dark ink, appearing to read "Joel Breitbart", is written over the typed name and title.

JOEL BREITBART, Superintendent
Planning and Development



EDDIE M. BROWN
Park and Recreation Director

July 12, 1977

Mr. Gary Barbano
Bureau of Outdoor Recreation
Pacific Southwest Region
Box 36062
San Francisco, California 94102

Dear Gary:

A review of the draft urban study has been completed and the following comments are offered for your consideration.

I am not able to verify some of the statistical data quoted in the report for the City of Riverside. Corrected information is provided hereinafter.

1. Pg. 26: the budget for 1975-76 for Parks, Street Trees, Capital Improvements, Recreation, and Social Service Programs was \$2,289,616.00 or \$15.20 per capita.
2. Pg. 152: the 1965 Master Plan Study of Educational and Recreational Facilities for Riverside called for expansion of the system from 28 sites on 629 acres to 66 sites on 1,625 acres by the year 1990. At that time the city had approximately 4.6 acres of park land per 1,000 residents.....
3. Pg. 183: the actual inventory of park lands (owned and leased) for 1975-76 was 660.6 acres or 4.39 acres per each 1,000 persons.

Further, on pg. 251 the report contains a discussion on local agencies expanding their funding potential through various new approaches. The point is well taken, but state and federal funding agencies ought to concurrently amend their regulations to allow for new funding approaches. Otherwise agencies using new approaches will be penalized.

Mr. Gary Barbano

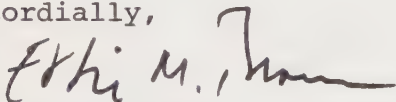
Page 2

A case in point is the non profit corporation. First, B.O.R. will not recognize non profit corporation bonds as the local matching fund for L. and W.C.F. grants. Second, the State of California will not package an acquisition and development project together for a single L. and W.C.F. grant. Yet, the use of non profit corporation bonds for urbanized park acquisition and development requires a single package for these reasons:

1. Neighborhood and community parks, as opposed to natural open space, provide a value when developed for use. A municipality must receive a value for the "rental payment" to the non profit corporation.
2. If acquisition and development are segregated into separate projects and bond sales, then two different liens on the same property would be required. This effectively eliminates the opportunity to market the second sale. (Concurrently, the first sale, i.e. rental value, is then jeopardized.)

In conclusion, thank you for permitting this department the opportunity to review the preliminary draft of Department Of The Interior Urban Study. If we can provide additional information, please contact us.

Cordially,



Eddie M. Brown
Park & Recreation Director

EMB/cd

TO: BOR

RE: Urban Park Study

FROM: Friends of the Santa Monica Mountains (Susan Nelson)

Comments

1. Excellent description and evaluation of condition of inner city parks. However inner city is not adequately defined.
2. Report does not deal adequately with scale of LA Region. This is why "regional"-"neighborhood" classifications are obscure in LA context. Actually there are only remnants of each kind of park from the past. State parks were the only real acquisition 1960-75 and this was in spite of local government.
3. Fails to note that freeway system with proper bus transportation makes all parks and beaches available for both regional and national (tourist visitor) for all people. At present automobiles allows this access. Study makes a good point on transit dependency.
4. Places too much emphasis on the phony LA county open space as Catalina Island (no access) which was a way of giving tax relief to one land-owner and provide minimal public use. While LA county continues to use Santa Monica Mountains for development, ignores its own parks and has one park ranger for one hundred square miles. Report should not emphasize LA county and city P.R. handouts, but should analyze relationship of services to users particularly since Sy Greben has moved in as a consultant to BOR.

5. Does not emphasize the importance of the proposed Channel Islands Santa Monica Mountains national park and seashore in providing a needed resource for this park poor region. Sees Santa Monica Mountains as a group of "hills" in one section and then admits that it is distinct in another section because of coastal location.
6. Ignores obvious relationship between need for neighborhood parks and upgrading schools for 24 hour a day 7 day a week (including community building, fine arts and cultural programs) high use recreation in conjunction with development and subsidy of recreational and educational and school busses. This would stop duplication of services and expensive land acquisition except in conjunction with school needs (and the elderly who would share some facilities).
7. Does not say how a regional park district can be obtained since the district was tried and failed. A major district based on the East Bay Regional Park District was killed by LA county board of supervisors.

We would recommend that BOR do a "metropolitan plan" (as separate from the Channel Islands and Santa Monica Mountains national park and seashore but should connect to it). Such a metropolitan plan could then be adopted by state legislature and receive LWV funds. This might beat the local park barrel and give us a regional system.
8. There are two gross errors in the body of the report on national parks.
 1. Death Valley is not in southern California and should be omitted.
 2. Anacapa national monument does not include Santa Cruz Island as described in the report. That island is part of the proposed national park and seashore which would include Malibu coast inland to the ridges and surrounding existing development.



Small Wilderness Area Preservation

Verdugo-San Rafael Chapter
1524 Ridgeview Drive
Glendale, Ca. 91207

July 2, 1977

Mr. Frank E. Sylvester, Regional Director
U.S. Department of the Interior
Bureau of Outdoor Recreation
Box 36062, 450 Golden Gate Ave.
San Francisco, Ca. 94102

Dear Mr. Sylvester:

Thank you for the draft copy of your field study report on urban recreation needs, problems and opportunities in the Los Angeles metropolitan area. SWAP appreciated the opportunity of participating in the interviews and discussions, and we feel that the study offers much material and information that we will find useful in developing the Verdugo-San Rafael Wilderness Park.

In answer to your request for additions or corrections, we submit the following suggestions:

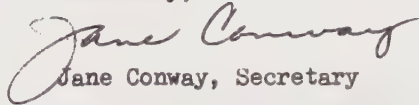
- P. 60, 2nd to last paragraph: in place of Santa Monica Mountains, Western Mountains.
- P. 199, 2nd paragraph, after La Canada, add -Flintridge. (It is a newly incorporated city, now named La Canada-Flintridge.)
- P. 200, 7th line, after "along the", please add Verdugo Mountains and Tejuanga Wash into the Los Angeles National Forest.....
- P. 256, after 1st paragraph, add: However, the Western Hills, within one hour's travel time from the center of Los Angeles can still provide opportunities for natural environmental parks.

Mr. Frank Sylvester, Regional Director
U.S. Department of the Interior

Page two

With these corrections, and others submitted by participating community groups, the document should be accurate and valuable. If we have any further information that is of interest to you, we will of course be happy to cooperate with you in any way we can.

Sincerely,

A handwritten signature in cursive script that reads "Jane Conway". The signature is written in dark ink and is positioned above the typed name.

Jane Conway, Secretary

Verdugo-San Rafael SWAP

July 1, 1977

Memorandum

To: Bureau of Outdoor Recreation

From: Carl Summerfield, Southern California Association of Governments

Subject: Los Angeles Urban Study

One specific comment:

Page 233 - The Forest Service "has not, despite recent efforts, encouraged use of the [mountain and forest] resources"it manages. The phrase "despite recent efforts" is misleading, since it suggests that the Forest Service is resisting (local) pressures to provide more recreation. Sentence should be rewritten so that Forest Service's intentions are clarified: "Despite recent increases in recreation funding, the Forest Service has not been able"

It should be emphasized in the report that the basic problem for the Forest Service in providing recreation opportunities for the urban residents of the SCSA is the critical shortage of funds.

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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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